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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

FREDERICK A. BERGMAN

PRESENTED AT

EAR FALLS

NOVEMBER 16, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY
FREDERICK A. BERGMAN
General Delivery
Ear Falls, Ontario

PRESENTED AT
EAR FALLS, ONTARIO
ON
November 16, 1977

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT
416/965-9286

MANULIFE CENTRE
55 BLOOR STREET WEST
ROOM 801
TORONTO, ONTARIO
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MR. JUSTICE HARTT

HARTT COMMISSION

BRIEF SUBMITTED BY FREDERICK A. BERGMAN

OF FAR FALLS, ONTARIO

OCTOBER 24, 1977



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PLEASE ACCEPT THIS BRIEF ON BEHALF OF MYSELF, I HAVE MADE NORTHWESTERN ONTARIO MY HOME FOR THE BETTER PART OF MY LIFE AND HAVE RAISED MY FAMILY IN THE NORTH. MY CHILDREN NOW IN TURN HAVE MARRIED AND HAVE ALSO MADE NORTH WESTERN ONTARIO THEIR HOME AND ARE RAISING THEIR CHILDREN HERE. I FEEL I CAN CONSTRUCTIVELY CONTRIBUTE TO THIS HEARING AS A NORTHERNER, KNOWING MANY PROBLEMS WE HAVE HAD IN THE PAST AND VERY SURELY TO COME IN THE FUTURE, MY FAMILY AND MYSELF ARE AS MUCH NORTHER CITIZENS OF THIS PROVINCE, AS ARE THE NATIVE PEOPLE OF OUR RESPECTIVE GENERATIONS.

DUE TO THE IGNORANCE OF THE PEOPLE IN THE SOUTH EASTERN PARTS OF THIS PROVINCE AS TO OUR LOCATION, OUR HARDSHIPS, OUR NEEDS, ETC., I STRONGLY FEEL THEY HAVE NO RIGHT WHATSOEVER TO BE MADE A PART OF ANY DECISION MAKING WHEN IT CONCERNS THE NORTH AND ANY FUTURE DEVELOPMENTS. THEY HAVE BENEFITTED FOR MANY, MANY YEARS THROUGH OUR TIMBER, MINERALS, AND WATER AND IN TURN WE HAVE RECEIVED VERY, VERY LITTLE IN RETURN. THE GOLDEN HORSESHOE HAS SUPPLIED US WITH NEXT TO NOTHING IN FRUITS AND VEGETABLES AS MOST OF OUR PRODUCE IS IMPORTED FROM THE SOUTHERN UNITED STATES. WE HAVE NOT COMPLAINED WHEN THEY COVERED GREAT SECTIONS OF SOME OF THE BEST FARMLAND IN THE WORLD UNDER CONCRETE, WHEN WE SUBSIDIZE THEIR GASOLINE PROCESSES WITH OUR MUCH HIGHER PRICES. HOWEVER, WE CAN BUY BEER AT THE SAME PRICE. I AM SURE WE PEOPLE OF THE NORTH ARE QUITE ABLE TO DETERMINE OUR OWN FUTURES AND THE FUTURE OF OUR CHILDREN WITHOUT THE ASSISTANCE OF THE MASSES OF SOUTH EASTERN ONTARIO. WE ARE FULLY AWARE OF POLLUTION AND HOW TO HANDLE OUR RENEWABLE RESOURCES. FURTHER, IT IS QUITE APPARENT THE SOUTH WAS NOT TOO CONCERNED ABOUT POLLUTION AS IT IS STILL GOING ON AS AN EXAMPLE, HAMILTON HARBOUR, GRAND RIVER AND MANY MORE STREAMS AND LAKES, THE AIR, YOU NAME IT. THE TIMBER, MINERALS AND WATERS ARE OUR LIFELINE TO A BETTER LIFE. THESE RESOURCES MUST

BE DEVELOPED TO THEIR FULL POTENTIAL, WHILE AT THE SAMETIME, THE ENVIRONMENT MUST NOT BE DESTROYED. THIS CAN BE DONE WITH GOOD PROPER PLANNING. I FEEL THE PEOPLE OF THE NORTH ARE VERY MUCH QUALIFIED FOR THE JOB OF PLANNING AS WE LIVE HERE AND WE KNOW WHAT IS NEEDED, WE CANNOT AFFORD TO MAKE THE STUPID MISTAKES WHICH WERE MADE IN THE SOUTH FOR MANY YEARS. WE HAVE CLEAN WATER AND AIR AND INTEND TO KEEP IT THAT WAY. WE CAN BE SURE, SHOULD ANY DEVELOPMENT TAKE PLACE IN THE NORTH, IT WILL BE CONNECTED IN SOMEWAY TO OUR TIMBER, MINERALS OR WATER, WHICH WILL REQUIRE MANY TECHNICAL SKILLS. WHEN THIS TYPE OF PLANNING TAKES PLACE WE MUST ALSO PLAN FOR OUR CHILDREN, OUR SCHOOL FACILITIES AT THE PRESENT TIME, MAKES NO PROVISION FOR THE TECHNICAL TRAINING WHICH WOULD BE REQUIRED FOR OUR CHILDREN TO REALIZE LIFE LONG BENEFITS IN TECHNICAL TRADES SUCH AS MILLWRIGHTS, ELECTRICIANS, PLUMBERS, CARPENTERS, WELDERS, HEAVY EQUIPMENT OPERATORS, ETC. A TECHNICAL INSTITUTION MUST BE BUILT IN THE IMMEDIATE AREA WHERE THE DEVELOPMENT IS TO TAKE PLACE. WHILE I REALIZE YOU WILL NOT CONDONE ANY PARTICULAR DEVELOPMENT AT THIS TIME AND I USE THE REED PROPOSAL AS ONLY AN EXAMPLE TO MAKE A POINT, JUST THIS TYPE OF DEVELOPMENT WOULD CERTAINLY CALL FOR SUCH A TECHNICAL INSTITUTION, WITH GOOD DORMITORY FACILITIES IN THE RED LAKE, EAR FALLS, DRYDEN AND KENORA AREA. DUE TO THE SEVERE WEATHER CONDITIONS AND CONSIDERABLE DISTANCES HERE IN THE NORTH, A DORMITORY FOR THE STUDENTS WOULD BE A REQUIREMENT. ALSO THE EXISTING INDUSTRIES AND THE DEVELOPING INDUSTRIES MUST ASSUME A ROLE IN THIS TRAINING, WHETHER IT BE THROUGH SUBSIDIES OR ON THE JOB TRAINING FOR THE STUDENTS DURING THEIR TERM AT THE TECHNICAL INSTITUTION.

NATIVE PEOPLE

I HAVE A SINCERE FEELING TOWARDS THE NATIVE PEOPLE OF THE NORTH. HOWEVER, I ALSO FEEL A GREAT DEAL OF THEIR PROBLEMS STEM FROM THEMSELVES AND THEIR LEADERS. ACCORDING TO GRAND COUNCIL TREATY 9'S OWN PUBLICATIONS, THERE ARE 6,300 NATIVE PEOPLE LIVING ON RESERVES, 4,400 ON CROWN LANDS AND 3,400 OFF THE RESERVES. WHILE THE NATIVE PEOPLE LIVE ON THE RESERVES, THEIR TREATY RIGHTS ARE RESPECTED. AS FAR AS I AM CONCERNED, WHEN THEY CHOOSE TO LIVE ON CROWN LANDS, THEY HAVE NO MORE RIGHTS THAN I MYSELF HAVE, AND SHOULD BE GOVERNED BY THE SAME CONTROLS AND REGULATIONS, I MUST LIVE WITH. WHEN I WANTED A SMALL PIECE OF CROWN LAND FOR A SUMMER COTTAGE, I COULD NOT LIVE ON IT FOR A FULL YEAR AT A TIME. I PAY LAND TAXES, SURVEY COSTS, ETC. THE LEADERS OF TREATY 9 CLAIM LACK OF EMPLOYMENT OPPORTUNITIES. HOW CAN YOU GET EMPLOYMENT WITHOUT DEVELOPMENT? RAPID DISAPPEARANCE OF A TRADITIONAL WAY OF LIVING EG: HUNTING AND FISHING. NO ONE HAS DISTURBED THEIR TRAPPING AND FISHING AROUND THEIR RESERVES. THE BANDS OF OSNABURG, PEKANGIKUM, POPLAR HILL AND CAT LAKE IN TOTAL HAVE 262 TRAPPERS ON 7L TRAP LINES, BRINGING IN A TOTAL VALUE OF FURS OF \$125,800. ALL THE TRAP LINES ARE IN THE HANDS OF THE NATIVES. COMMERCIAL FISHING AT THESE RESERVES TOTAL 13 FISHERIES AND A TOTAL VALUE OF FISH TO THE AMOUNT OF \$151,000. ALL THE FISHERIES ARE IN THE HANDS OF THE NATIVES. IT MAY BE OF INTEREST TO NOTE THE TOTAL VALUE OF THE TRAPPING AND FISHING WOULD COME TO \$276,800 AND AT THE SAME TIME SHOULD DEVELOPMENT BASED ON 8 HOURS A DAY FOR A WORK YEAR OF 300 DAYS OCCUR, JUST THE 262 TRAPPERS WOULD BRING IN A WORTH OF \$1,666,320.00. FROM APRIL '75 TO MARCH '76 THERE WAS, ON THESE 4 RESERVES, A TOTAL OF 7660 WELFARE PAYMENTS TO THE TOTAL VALUE OF \$399,044. COMBINING THE FISHING AND THE TRAPPING

AND WELFARE PAYMENTS THE AMOUNT STILL DROPS WAY SHORT, \$675,844 IN COMPARISON TO THE TRAPPERS ALONE MAKING \$2.65 AN HOUR, A 40 HOUR WEEK, 300 WORKING DAYS A YEAR, \$1,666,320.00 LET'S BE SENSIBLE AND START EDUCATING THE BAND LEADERS, THE ONLY RESOURCES AVAILABLE FOR DEVELOPMENT ARE TIMBER AND MINERALS, THEY HAVE A CHOICE AS I SEE IT, REMAIN WELFARE STATES IN THEIR OWN CULTURAL ENVIRONMENT OR SEEK CONSTRUCTIVE DEVELOPMENT, IT MUST ALSO BE REALIZED THAT AS LONG AS A NATIVE LIVES ON THE RESERVE HE IS EXEMPT FROM INCOME TAX, SALES TAX, LAND TAX, RECEIVES FREE MEDICAL AND DENTAL CARE, GRAND COUNCIL TREATY 9 RECEIVED FROM THE FEDERAL AND PROVINCIAL GOVERNMENTS, TOTAL GRANTS TO THE VALUE OF \$946,398.00 FOR THE YEAR ENDING MARCH 31, 1976 FOR THE RUNNING OF 7 VARIOUS DEPARTMENTS RANGING FROM THE MINISTRY OF THE ATTORNEY GENERAL TO EDUCATION, THESE LEADERS ARE STRIVING FOR EQUAL ECONOMIC PARITY WITH OTHER CANADIANS, IMPROVED SOCIAL CONDITIONS, PROTECTION OF THEIR CULTURAL IDENTITY AND MANY MORE AIMS, I SUGGEST TO YOU AT THIS TIME, THEY ARE VERY SURELY TURNING THE WHITE PEOPLE AGAINST THEM, THEY OCCUPIED THE PARK IN KENORA WITH FIREARMS AND GOT AWAY WITH IT IN TOTAL, HAD IT BEEN A BAND OF WHITE RADICALS, WE WOULD HAVE BEEN BLASTED OUT OF THE PARK AND JAILED, CHIEF RICHARD HAS MADE A PUBLIC STATEMENT THAT HE WAS READY TO BLOCK OUR ROADS IN THIS AREA SHOULD ANY DEVELOPMENT TAKE PLACE, ONE IN PARTICULAR, THIS IS RESPONSIBLE LEADERSHIP? I SUGGEST TO THIS HEARING IT IS NOT, OUR COMMUNITY WAS ONE OF THE FIRST TO INTEGRATE THE NATIVE CHILDREN INTO OUR SCHOOL SYSTEM, IT HAS WORKED WELL, I HAVE FRIENDS HERE WHO ARE INDIANS, THEY ARE FINE HARD WORKING PEOPLE, HAVE NICE HOMES, CARS, BOATS, SNOW MACHINES AND ARE RESPECTED CITIZENS, THEIR CHILDREN HAVE IN MANY CASES, ATTENDED OUR SCHOOLS, GROWN UP AND NOW HAVE THEIR OWN CHILDREN IN OUR SCHOOL SYSTEM, THEY HAVE THEIR

CULTURAL INDENTITY AND NO ONE CONDEMS THEM FOR IT. THIS COULD GO ON AND ONE, BUT I FEEL AN APPROPRIATE ENDING IS SIMPLY TREATY 9'S OWN PHILOSOPHY OF APPROACH SAYS IT ALL: LEARNING THROUGH ASSOCIATION, LEARNING THROUGH DOING, AND LEARNING THROUGH EXPSOURE, YOU GET ALL THREE THROUGH DEVELOPMENT.

WILD LIFE

WHEN I FIST CAME INTO THIS COUNTRY IN 1946, THERE WERE ANY NUMBER OF DEER IN THE AREA. NOW THERE ARE VERY FEW, WHICH CAN BE EXPLAINED VERY EASILY. WHEN LOCAL TIMBER CONTRACTORS, REED AND MONDO PAPER COMPANIES CUT IN THE AREA, THE DEER MOVED OUT AND THE MOOSE MOVED IN. THE 2 CANNONT LIVE IN HARMONY TOGETHER. THEIR FEEDING PATTERNS ARE DIFFERENT. SOME YEARS AGO A PROGRAM OF REFORESTATION TOOK PLACE SOUTH OF EAR FALLS, CONSEQUENTLY THE TREES ARE TEN TO TWELVE FEET IN HEIGHT. THE DEER ARE COMING BACK INTO THIS AREA AND THE MOOSE DUE TO THE LACK OF PROPER FEEDING WILL MOVE TO BETTER FEEDING AREAS. THIS SITUATION IS NO DIFFERENT THAN NATURES ORIGINAL ENVIRONMENTS. SHOULD YOU GO NORTH OF RED LAKE, YOU WILL FIND NO DEER AND AN ABUNDANCE OF MOOSE STRICTLY BECAUSE OF FEEDING HABITS AND THE AVAILABILITY OF THE PROPER FEED. I FAIL TO SEE WHERE DEVELOPMENT DESTROYS WILD LIFE. IT MAY CHANGE THE PATTERN BUT AGAIN PROPER MANAGEMENT OF THE ENVIRONMENT AND THERE ARE NO PROBLEMS. THE FISH IN BRUCE LAKE AT THE GRIFFITH MINE SITE USE THE DYKES AS SPAWNING GROUNDS, IN THE SPRING. IT IS SOMETHING TO SEE.

TOURIST INDUSTRY

AFTER THE RED LAKE ROAD WAS BUILD THE COUNTRY OPENED UP FOR THE TOURIST TRADE AND HAS BECOME AN INDUSTRY OF PRIME IMPORTANCE TO

THE AREA, THIS WILL SLOWLY VANISH IN THIS AREA AS MORE ROADS ARE PUSHED FURTHER NORTH, THERE ARE MORE AND MORE AIRCRAFT BEING USED EACH YEAR TO TRANSPORT FISHERMEN AND HUNTERS INTO MORE REMOTE AREAS, WHILE THERE ARE ANY NUMBER OF LAKES IN THE IMMEDIATE AREA, WITH AN ABUNDANCE OF ALL SPECIES OF FISH, THE AMERICAN TOURIST NOW WANTS TO FLY INTO A REMOTE WILDERNESS LAKE, HUNTING IN THE REMOTE AREAS IS NOW THE THING TO DO ALSO, SIOUX LOOKOUT, YEARS AGO, WAS THE BIG AREA UNTIL THE RED LAKE ROAD OPENED UP NEW COUNTRY AND NOW THIS AREA IS NOT FAR ENOUGH NORTH TO MEET THE TOURISTS NEEDS, IF THIS LUCRATIVE TOURIST TRADE IS TO SURVIVE, MORE ROADS TO THE NORTH WILL HAVE TO BE BUILT, ROADS COME WITH MINING AND LUMBERING DEVELOPMENT,

TIMBER

AGAIN WE PEOPLE OF NORTHWESTERN ONTARIO ARE APPALLED AT THE ATTITUDES OF A GREAT MANY SOUTHERN PEOPLES OF THIS PROVINCE, WHEN TREES ARE MENTIONED, IT MUST BE REALIZED, WHEN SECTIONS OF TIMBER REACH THEIR MATURITY, WE HAVE A NUMBER OF CHOICES AT OUR DISPOSAL, WE CAN HARVEST THESE TREES, LET THEM BURN IN FOREST FIRES OR JUST ROT AND BE BLOWN DOWN BY WINDS, I HAVE, ON A NUMBER OF OCCASIONS, FLOWN OVER THIS NORTH COUNTRY AND KNOW, HAVE SEEN, VAST STRETCHES OF BURNT TIMBER TOTALLY DESTROYED BY FIRE, AS AN EXAMPLE, IN NORTHWESTERN ONTARIO FROM THE YEAR 1972 TO THE YEAR 1976 ONTARIO GOVERNMENT STATISTICS SHOW THERE WAS 2,150,270.5 ACRES OF BUSH LAND BURNT DUE TO FIRES, THIS REPRESENTS AN UNBELIEVABLE LOSS IN JOBS AND REVENUE TO THE PROVINCE AND ITS PEOPLE, HOW CAN THE PEOPLE OF THE SOUTH JUSTIFY THEIR ARGUMENTS THAT THE TIMBER MUST BE PROTECTED, JUST A FEW MILES NORTH OF EAR FALLS, A TWISTER DESTROYED

A TREMENDOUS AREA OF PRIME TIMBER, THIS WAS CLEANED UP AND MOST OF THE TREES WERE SALVAGED FOR PULP. DUE TO THIS ACTION, A POTENTIAL FIRE HAZARAD WAS ELIMINATED, YET THERE WERE PEOPLE IN GOVERNMENT IN TORONTO WHO THOUGHT IT TERRIBLE THAT ALL THE TWISTED, BROKEN TREES WERE CUT AND USED. MOST OF THESE PEOPLE WOULD NOT KNOW THE DIFFERENCE BETWEEN A TAMARACK TREE AND A JACK PINE. TIMBER LIMITS MUST BE LET IN A SIZE LARGE ENOUGH TO ENABLE THE COMPANIES CONCERNED TO HAVE A SUPPLY FOR ALL TIMES. WHAT I MEAN BY THIS IS VERY SIMPLE TO UNDERSTAND. IF THE LIMITS WERE OF A SIZE MENTIONED, A COMPANY WHEN REACHING THE OUTER LIMITS COULD COME BACK TO THE ORIGINAL STARTING POINT AND HAVE A SUPPLY OF BETTER TIMBER THAN ORIGINALLY, PROVIDING OUR PAST REFORESTATION POLICIES WERE CHANGED AND THE COMPANY CONCERNED BE FORCED TO REPLANT. OUR MEMBERS OF PARLIAMENT ARE SUPPOSED TO BE LEADERS AND LEARNED MEN AND WOMEN, SURELY A FIRM POLICY OF REFORESTATION CAN BE ARRIVED AT.

I AM SURE EVERYONE IN ONTARIO ARE AWARE OF THE REED PAPER MILL AT DRYDEN. THIS MILL WAS CONSTRUCTED IN THE LATE 1800'S AND EARLY 1900'S WHEN POLLUTION WAS NO ONE'S CONCERN AND TECHNICAL KNOW HOW WAS LIMITED. WE ALL KNOW THE WABIGOON RIVER IS POLLUTED WITH MERCURY WHICH WILL TAKE A LIFE TIME TO CLEAR ITSELF. AT THE SAME TIME, NO ONE HAS MENTIONED THE FACT THAT THIS SAME COMPANY IS SPENDING MILLIONS OF DOLLARS TO CLEAN UP THEIR ACT. IT IS VERY UNFORTUNATE, THIS POLLUTION IS A REALITY YET AT THE SAME TIME, THERE IS NO REASON WHY THIS SHOULD EVER HAPPEN AGAIN. BY NO STRETCH OF THE IMAGINATION WILL IT EVER HAPPEN AGAIN.

MINERALS

EIGHTEEN MILES NORTH OF EAR FALLS, THE GRIFFITH IRON ORE MINE WAS BUILT. THIS IS A HUGE IRON DEVELOPMENT AND NATURALLY POLLUTION WAS A PRIME CONCERN IN THE AREA. MANY HUNDREDS OF THOUSAND OF DOLLARS WERE SPENT TO CONTROL AND STOP POLLUTION. THERE IS NONE TO THE WATER OR THE AIR. DUE TO VAST DYKING, STEAM EMISSIONS TO THE SMOKE STACKS, PRECIPITATORS FOR THE KILN, ALL THREATS OF POLLUTION WAS ELIMINATED. FIFTY MILES NORTH EAST AT THE SOUTH BAY COPPER MINE, A SATELLITE TOWN WAS BUILT, BEAUTIFUL RECREATION LAND DEVELOPED AND AN UNBELIEVABLE WORKING RELATIONSHIP BETWEEN THE COMPANY AND THE EMPLOYEES. NO POLLUTION. MINES CAN BE AND SHOULD BE DEVELOPED WITH NO THREAT TO THE ENVIRONMENT, PROVIDING CONTROLS ARE PUT ON THE COMPANIES CONCERNED, SUCH AS HAS BEEN THE CASE. BECAUSE OF THE TECHNICAL KNOW-HOW THESE DAYS, THERE IS NO REASON WHY OUR ENVIRONMENT SHOULD BE ENDANGERED.

IN CONCLUSION, MR. HARTT, I WISH YOU EVERY SUCCESS IN YOUR ATTEMPTS TO SOLVE THE PROBLEMS OF THE NORTH OF THE 50TH. REGARDLESS WHAT YOUR DECISIONS MAY BE, SOME PEOPLE WILL WIN AND GAIN AND SOME PEOPLE WILL LOOSE AND BE HURT. I HAVE READ AND STUDIED MANY, MANY POUNDS OF CIRCULARS AND NEWS RELEASES, THE MORE I READ THE MORE MIXED UP THE PROBLEMS BECOME. AS ONE GENTLEMAN FROM POPLAR POINT RESERVE RECENTLY SAID AT A PUBLIC MEETING IN RED LAKE, "WE NEED ROADS TO CUT DOWN FREIGHT COSTS, I LOVE THE TREES, HUNTING AND TRAPPING. BUT I KNOW ONCE THE ROADS COME IN MANY THINGS WILL CHANGE. CAN I STOP MY CHILDREN FROM THESE CHANGES AND RESTRICT THEM TO THE LIFE I HAVE, DO I HAVE THE RIGHT?" WHAT DO WE DO, MR. HART, PUT A BUFFER ZONE AROUND EACH RESERVE TO PROTECT THE

NATIVE PEOPLE AND THEIR CULTURE AND PRESERVE THE WELFARE STATUS OF THE PAST AND PRESENT? DO WE ALLOW THE BIG CORPORATIONS TO CONTINUE TO BLEED OFF OUR NATURAL RESOURCES, OR DO WE TAKE DEVELOPMENT SLOW AND GUARD THE ENVIRONMENT AS BEST WE CAN? WE DO NEED DEVELOPMENT AND SURELY THERE IS NOTHING THAT WILL STOP PROGRESS. WE MUST CREATE A WORLD FOR OUR CHILDREN AND THEIR CHILDREN WHICH WILL GIVE THEM A LIFE WE CAN BE VERY PROUD OF HAVING BEEN A PART IN MAKING. WE PEOPLE OF THE NORTH MUST MAKE THE DECISIONS, WE ARE THE ONES WHO ARE TO GAIN OR LOSE, WE ARE THE PEOPLE WHO HAVE MADE THE NORTH OUR HOME. FINALLY AFTER SO MANY YEARS OF FRUSTRATIONS, HEARTACHES, SWEAT AND TEARS, THE GOVERNMENT AND THE PEOPLE OF THE SOUTH HAVE COME TO REALIZE THAT THERE ARE GOOD HONEST, SINCERE PEOPLE HERE IN THE NORTH. WE WILL NEVER AGAIN TAKE A BACK SEAT AND ARE MORE DETERMINED THAN EVER TO FORM OUR OWN DESTINY.

THANK YOU,

A handwritten signature in dark ink, appearing to read "Frederick A. Bergman". The signature is written in a cursive, flowing style with some loops and flourishes.

FREDERICK A. BERGMAN

CAZON

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

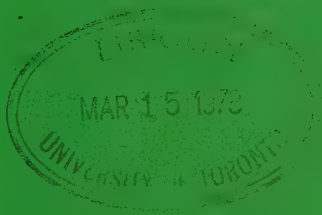
BY

ONTARIO
PROFESSIONAL
FORESTERS
ASSOCIATION

PRESENTED AT

EAR FALLS

NOVEMBER 16, 1977



ROYAL COMMISSION
ON THE NORTHERN ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

ONTARIO PROFESSIONAL FORESTERS ASSOCIATION
10,271 Yonge Street
Richmond Hill

PRESENTED AT
EAR FALLS, ONTARIO
ON
NOVEMBER 16, 1977

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT
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MANULIFE CENTRE
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No. 77

Royal Commission on the
Northern Environment

This exhibit is produced by

Ontario Professional Foresters

this 16 day of Nov 1977

Aquane

Ontario Professional Foresters Association



PRESENTATION

to the

Initial Meetings

of the

ROYAL COMMISSION on the NORTHERN ENVIRONMENT

at

Ear Falls, Ontario

Wednesday, November 16, 1977

The Ontario Professional Foresters Association, incorporated in 1957, is a non-profit, non-political organization with more than 700 members from government, industry, education and the private sector. The Association is dedicated to advance the practice of forestry both on public and privately owned land in the Province of Ontario.





Ontario Professional Foresters Association

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Brief to: ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

Presented by: Ontario Professional Foresters Association

1.0 Introduction

The Ontario Professional Foresters Association appreciates the invitation to participate in the preliminary "information" meetings scheduled by the Commission to hear views on what it should do, the issues it should consider and the ways in which it should conduct its inquiries. The information acquired can be expected to make subsequent meetings and hearings of the Commission more acceptable to those with the greatest concerns, and more productive.

With the understanding that an opportunity will be available at a subsequent hearing of the Commission for the presentation of more detailed reasons in support of its position, this brief outlines in summary form only the principal concerns of the Association.

ONTARIO PROFESSIONAL FORESTERS ASSOCIATION

SUMMARY STATEMENT OF POLICY FOR THE USE AND MANAGEMENT OF FORESTS AND FOREST LANDS IN ONTARIO

The aims and beliefs of the Ontario Professional Foresters Association, as reflected in its Statement of Policy for the Use and Management of Forest Lands in Ontario, are briefly as follows:

1. The Association supports the use and management of forest lands for the maximum benefit of the people of Ontario and of Canada. Because most resources associated with forest lands are renewable, sound management will assure the perpetuation of this benefit.

2. The Association endorses the principle that forest lands must satisfy many needs in addition to wood production. These include outdoor recreation, maintenance of wildlife habitat, protection of watersheds, and preservation of environmental quality.

3. While recognizing the need in certain cases for limited or even exclusive use of individual areas for one or more specific purposes, the Association believes that forest lands can usually be best administered under the multiple-use concept of land management. In these circumstances, use priorities must be determined in the context of the total present and future needs of the people.

4. The Association affirms that good forest land management requires adequate protection of the forest and related resources from destructive agencies, the maintenance of reliable inventories of forest and related resources, and a system of permanent and ready access to forest lands except in wilderness areas and those with low use priority for the foreseeable future.

5. The Association supports the view that wood production should be given priority in management planning for large areas of Ontario, having due regard for other uses of forest land in these areas. It advocates intensive, sustained-yield forest management,

more efficient harvesting, more complete utilization and better marketing. It endorses the need for managing the related resources of fish, wildlife, water and recreation values in accordance with sound conservation principles.

6. The Association recognizes that private forest properties should contribute their fair share of the tax burden, but believes that tax structures should be designed to foster sound management, both for wood production and for other uses.

7. The Association is opposed to any major change in the present forest land ownership policy in Ontario, unless or until it has been clearly shown that such changes would be beneficial socially and economically. It advocates Crown land licensing policies designed to encourage long-term industrial development, and the adoption of well-balanced programs to stimulate the orderly and integrated expansion of the forest industries.

8. The Association strongly endorses the view that research is an essential requirement for the planning and execution of the programs needed to implement sound forest and related resource policy. It also affirms that high standards of training in resource management are essential.

9. The Association believes that, by training and experience, foresters are qualified to carry out many aspects of renewable natural resource management, and that they should participate in all programs involving forest land use.

10. Finally, the Association acknowledges its responsibility to the people of Ontario to promote the use and management of forest lands and resources in accordance with the principles it advocates. It is prepared to assist and co-operate with all concerned by every means at its disposal.

3.0 Neglect South of 50⁰

The vast majority of the forest area which has been cut-over in the Province of Ontario lies south of 50⁰. Reports of the Ontario Ministry of Natural Resources indicate that, of the areas being currently cut-over:

1/3 is estimated to regenerate itself naturally,
1/3 is being silviculturally treated with varying degrees of success to establish a second forest,
1/3 is being removed from forest production through lack of regeneration.

In addition, the forest land base in Ontario has been further eroded by as much as 30 per cent during the last decade exclusively for single use purposes.

4.0 Association View

The foregoing Provincial record has resulted in a serious depletion of the forest resource and the forest land base south of 50⁰. For this reason the Ontario Professional Foresters Association is opposed to any expansion of forest harvesting and land use operations north of 50⁰ under existing forest policy, statutes, programs and practices.

5.0 Issues of Concern to the Association

The Ontario Professional Foresters Association respectfully submits the following factors for the consideration of the Commission:

1. the lack of an effective provincial forest policy aimed at sustained yield timber management and efficient forest land use;

2. the lack of statutes, regulations and programs basic to sound forest management activities;
3. overcutting at the local and regional level and resultant potential timber shortages;
4. the continuing inadequacy of regeneration programs;
5. the lack of provincial policy to encourage secondary forest industries throughout northern Ontario;
6. the urgent need for transportation equalization for forest products;
7. the ineffectiveness of provincial agencies;
8. the apparent indifference to the need for healthy growing forests by politicians, senior civil servants, industrial leaders and the public.

6.0 Ontario Professional Foresters Association Expectations

The Ontario Professional Foresters Association has spent a great deal of time, energy and money (membership fees) in attempting to convince all levels of government, industry and citizens of the need for sound forest management practices in Ontario.

We are prepared to participate in subsequent meetings of the Commission to assist in bringing about sound provincial policies for the multiple use and management of forest and forest lands in Ontario.

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

ONTARIO MINISTRY OF
CORRECTIONAL SERVICES

PRESENTED AT

EAR FALLS
TIMMINS

NOVEMBER 23, 1977



Ontario

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

ONTARIO MINISTRY OF CORRECTIONAL SERVICES
Room 1324, Whitney Block
Queen's Park, Toronto, Ontario

PRESENTED AT
EAR FALLS, ONTARIO

ON
NOVEMBER 16, 1977

ROYAL COMMISSION
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No. 78

Royal Commission on the
Northern Environment

This exhibit is produced by

Ministry of Correctional Services

this 16 day of Nov 1977

S. G. [Signature]

Presentation to the Royal Commission
on the Northern Environment

by the Ontario Ministry of Correctional Services

Tuesday, November 15th.

Canadian Legion Hall, RED LAKE, Ontario.

3 p.m. approx.

My Minister, the Honourable Frank Drea, asks me to state at the outset that the Ministry of Correctional Services, in furtherance of its avowed intention to bring corrections to the community whenever and wherever possible, is anxious to expand its operations to meet the special needs of the North.

A primary concern is to improve the effectiveness of our programmes to assist Native offenders, who form a disproportionate percentage of those persons placed on probation or admitted to correctional facilities in the North. Basic to the Ministry's approach has been the philosophy that it is desirable to keep Native offenders who reside in the North close to their home environment, relatives, friends and culture as much as possible.
do so.

Facilities at the Kenora Jail were expanded in 1971 to provide additional accommodation, classrooms and training areas, and in order to permit Native women to remain at the Kenora Jail rather than being sent hundreds of miles south to the Vanier Centre for Women in Brampton.

More recently the Ministry has established Community Resource Centres in the North to permit Native offenders to live and work in the community while completing their sentences rather than remaining in jails where the programmes are limited. The Ministry feels that the Community Resource Centre location near Red Lake, from which Native offenders go forth daily to work at gainful employment in the forest industry, and which is directed by Native staff, is an excellent example of the kind of programme that can be operated successfully to the benefit of the Native people and the community at large. This programme illustrates the direction in which the Ministry of Correctional Services is moving. Essentially, the Ministry is anxious to move its programmes into the communities which they serve and to bring responsibility for the programmes back into the local communities.

In specific regard for the above, the Minister wishes the Commission to include in its final report, a recommendation that the Ministry of Correctional Services enjoy cutting rights to a significant area of Crown bush that is considered marginal land. This will give us the opportunity to develop Community Work Order programmes as alternatives to incarceration and work opportunities for those incarcerated in our institutions. We also want to be involved in reforestation, Provincial Park development, and Environmental Protection assignments which will allow our clientele to make a meaningful contribution to their own community. These proposals should not be seen as being in competition with business or labour but rather as rehabilitative and constructive.

When I have finished speaking, Mr. Huddleston's presentation will indicate our experience in this area.

My name is Fred Boden, and, like my colleague, I shall be pleased to clarify any immediate points which you may raise as a result of what we have to say. However, it is clear already that we shall have to come back, or to remain in consultation with you throughout the period of your mandate, in order to apprise you of the changing status of our various initiatives, particularly the rather notable ones which the Minister asked me to mention at the beginning of my talk.

The general theme of this message is: Northern Development and the Native Offender. Though your previous experience with the Law Reform Commission of Canada will have familiarized you personally with our aims and objectives, my Ministry would like to state for the record what those purposes are, particularly in relation to your present commission.

In the simplest terms, the Ontario Ministry of Correctional Services exists to carry out the legal duties imposed upon it by the Ministry of Correctional Services Act. Its clientele comes into its

care through the operation of the justice system, which is centered on the Courts. The Ministry has a good deal of discretion in the assessment, classification, treatment and training of its clientele; and it has characteristically been in the forefront of correctional programme innovation on the North American continent.

In addition to the primary role for which it was created, the Ministry has to deal with a number of ancillary functions; for example, holding persons for the Federal Department of Manpower and Immigration, pending deportation hearings.

However, the most striking development of recent years has been the growth in the number of remandees: people awaiting trial and still technically innocent of any crime. Such people are often repeaters, hardened or professional criminals who have not been granted bail. They are frequently dangerous people. For this reason, all the jails and detention centres of the Ministry are maximum security institutions.

Many of the remandees, after sentence, pass out of Provincial hands into those of the Federal Penitentiary Service, where they will typically be serving terms in excess of two years definite and often much longer. This leaves the Provincial Ministry with responsibility in its longer stay institutions, for offenders who have committed, on the whole, less serious crimes, which have resulted in sentences of two years or less definite, and up to two years indeterminate.

Responsibility for parole is in the process of transition. As I speak, parole functions are divided, with the National Parole Board having jurisdiction over all reviews of definite sentences, while the Ontario Board of Parole can only review sentences in the indeterminate portion.

However, the recently enacted Federal Bill C-51, which is being proclaimed in sections, provides for a Province to apply to

organizational change. It is because we place a high value on the educational function of these open hearings, that we felt it best to come up here and be counted, rather than merely make the Ministry's submission to the Commission directly by way of documentation alone.

We also wanted to stress, by our presence, how much we are intimately involved in the fallout of northern development; and to show how much we recognize the need for an early emplacement of social support services of adequate proportions in relation to the dimensions of the enterprise now envisioned. We want to say that the absence of such an infrastructure north of the 50th parallel, as elsewhere --- and perhaps particularly so in a frontier setting --- can only lead to social difficulties and crime, and the requirement of our services after serious deterioration has occurred.

One of our concerns is that, while people born in the districts of Cochrane, Kenora and Thunder Bay have hitherto tended to run into trouble with the law in the towns and cities south of their home communities, a failure to provide an adequate social infrastructure alongside increased economic development of the region will inevitably bring the trouble home and result in greater social costs in the long run than if the necessary steps of prevention and counselling are built in to the development process.

In this connection, may I refer you, Sir, to page 28 of the study by the Ontario Economic Council, 1976, on Northern Ontario Development, where it is stated that:

"....the dispersed nature of forestry operations, however, would make such a policy (i.e., of providing social support services) prohibitively expensive, other than in a small number of communities. The responsibility for the sharing of costs for any such developments would undoubtedly provoke disagreement between the private sector and the government....".

The point that this Ministry would like to make is that, prohibitively expensive though it may appear to be from a remote actuarial standpoint, if such a policy is not implemented alongside development, then the costs will be even greater later on, when we are faced with repairing the damage to human resources which development without adequate social planning and development will incur. It is not our place to say who should pay for it, but to stress that it must be built in to the master plan for the north.

For many years now, we have been noted for our pragmatism as a Ministry. If a programme was ceasing to have value, we would discard it and replace it with something better. That is why, over a decade, we have become more and more involved with community-based corrections programmes. Their growth reflects their effectiveness. They work. Community corrections involves, whenever possible, using people from the community to do the work, and our recognition of the need to encourage native staff recruitment through scholarships and active search procedures is based not on ideology but on the practical realization that externally imposed programming does not work. Programmes must be attuned to the local population and conditions. We have found the most effective "translators" in this regard to be native Probation Officers drawn as far as possible from the communities they serve. Similarly, at the administrative level, the Ministry recognizes the need to work, not through artificial structures of its own making, but through the elected Band Councils and the Chiefs.

We view it as vital that we extend our efforts to bring the native peoples into the interpretive and into the decision-making processes. Slowly, we are bridging the gap in perception which still separates the indigenous and the dominant culture groups to some extent, and which, at any rate in time past, has projected the latter as the oppressor and the former as the culture victim.

An outstanding example of this approach is the way we have gone about implementing the Community Work Order Programme in the north.

As you will be aware, Sir, a community service or work order, is a non-custodial sentencing disposition, whereby an offender serves his sentence by performing a prescribed number of hours of community work. About 250 such orders are currently being supervised in Ontario, and money has been set aside for a trial project in seven pilot areas, one of which will concern native offenders. The Ministry will file with the Commission such background papers on this development as the Commission wishes, emanating from the Ministry of the Attorney-General and ourselves; but the point I wish to underline today is how we went about the matter here in the north and in the native context.

Our first stage was giving native leaders the necessary informational background to enable them to make a crucial decision: would this form of sentencing, or this condition of a probation order, be appropriate in their environmental situation? We were able to make immediate participation possible in this early stage because of the existence of the Ontario Native Council for Justice, which arranged a briefing workshop in Thunder Bay on September 14th last.

For the record it should be acknowledged that the Ministry of Correctional Services initiated and consistently supported the development of the Ontario Advisory Committee on Native People and the Criminal Justice System. The coordination and further development of this important liaison committee between seven major Ontario Native organizations and the four provincial justice ministries has been continued by the Justice Policy Secretariat.

From this has emerged the Ontario Native Council on Justice, comprised of representatives of eight Ontario native organizations with representatives of government agencies available as consultants on request. A continuing grant from the Ministry of Correctional Services provides funds for meeting and travel expenses of Council members. Recently funds have also been made available to allow the

Council to employ a Co-ordinator of their own choosing to assist the Council in the development of their increasingly important role in relation to justice policies and programmes in Ontario which affect native people.

As of April, 1977, Mr. Stan Jolly, was hired by the Council to fill the position of Co-ordinator.

The Thunder Bay workshop not only provided the opportunity for information to be disseminated by us, but also allowed for full and frank discussion of the concept of community work orders as they might apply in the native context. So we had participation right from the outset, not just one-way traffic.

Stage two of the participatory process was for the groups represented at the Thunder Bay meeting to take back the idea to their local communities for further discussion and to evaluate the interest locally. The decision by local native groups or councils to submit an application to participate in the Community Work Order programme, or to refrain from doing so, will be entirely autonomous. We will not try to influence their decision one way or the other.

Stage three --- the current stage --- and this is occurring only two months after stage one, not two years, which is in itself significant --- is our meeting with the native groups which have expressed interest in discussing the feasibility of their sponsoring a pilot project.

To date, interest has been expressed here in Red Lake, and also in Wikwemikong Reserve on Manitoulin Island. Exploratory talks will be held in these two centres in December.

The Ministry will entertain further submissions from native communities in respect of this seventh pilot area until the end of

December; and a decision will be forthcoming as early as the end of January, 1978. It is even possible that, instead of concentrating exclusively on one area, our effort in the pilot stage will be split in two parts. We are very flexible, and all proposals will be evaluated on their merits.

The dimensions of the native offender problem in proportion to total populations coming under Ontario's jurisdiction, continue to be disturbing.

Between April 1st, 1975 and August 31st, 1977, 1093 native males and 368 native females born in the districts of Cochrane, Kenora and Thunder Bay, entered our institutions, some of them several times. Actual admissions for these persons were 2382 male, 652 female, during this 2½ year sample period.

A more detailed spot-check for the final day of the period -- August 31st, 1977 -- shows 437 males and 127 females incarcerated, 3 males and 1 female on parole and 107 males and 31 females on probation.

These are people born here, north of fifty, but who have, in the main, travelled south and got into trouble away from home.

As you will be aware, my Ministry administered a juvenile probation service and the province's training schools until July 1, 1977, at which time these responsibilities were transferred to the Ministry of Community and Social Services. From January 1st, 1975 to September 19th, 1977, 132 native boys and 81 native girls from this area were in training schools or group homes.

Unless earlier terminated, wardships continue to age 18, and, on September 19th, 1977, there were 224 native boys and 133 native girls, born in Kenora, Cochrane or Thunder Bay districts -- in the care of the Ministry of Community and Social Services, as wards of the Crown.

The Ministry suggests that the Commission may wish to gather further statistical evidence, with a view to recommending ongoing sociological research into the social consequences of development in the North. It is only recently that we obtained the approval of the Ontario Human Rights Commission to inquire into the racial origin of our clients if the end result would be beneficial. Hence we are only now developing data and have no longitudinal studies which would be of assistance to you. We can only sketch the dimensions of the problem with a broad brush. Your study, THE NATIVE OFFENDER AND THE LAW, made for the Law Reform Commission of Canada, is helpful but now dated, and does not relate to Ontario's vast northland. But your comments in your Fourth Annual Report (1974-75) show that we need not labour the point of disproportion. You know the problem all too well, and I am here to suggest solutions rather than to go over old ground.

One way to redress the balance is through recruitment of native staff in significant numbers. This takes time, but we have made a beginning. Our three year old programme of native scholarships and native recruitment, has begun to show some returns, although we still have a long way to go to attain proportional equality of staffing ratios in relation to clientele.

We now pay \$2,200 per academic year to full-time college or university native students, renewable as academic success is demonstrated. We offer these people summer employment and the programme leads to work in the correctional field. We actively search for recruits for this scholarship programme at every opportunity, and to date 78 students have passed through it or are in progress in their studies.

I should like to table for the Commission a list of some 50 native persons employed by us as of October 12th, 1977, as Correctional Officers, Probation Officers, Rehabilitation Officers, teachers, and Assistant Probation Officers working on a fee-for-service basis.

You will see, Sir, that in three years we have made an auspicious beginning, and I can assure you that the bar to recruitment is the search process itself --- finding suitable and willing people to take on these onerous tasks in remote areas --- rather than any lack of willingness on our part to recruit.

The Ministry has recruited 17 native staff currently in full-time employment and 21 part-time staff in the North.

The Ministry provides probation supervision based in the local community, by this means to some 65 communities, 18 of which can only be reached by air.

The backbone of the Native probation programme is the four year old Remote North component, which is organized by Mr. Charles P. Wingfield, Supervisor of Probation and Parole from Kenora, which has offices and full-time Native Probation Officers in Thunder Bay, Dryden, Fort Frances and Geraldton. The numbers under supervision of this programme as of October 31st, 1977, were: 69 men, 11 women, 46 boys, 15 girls, the latter who are wards of the Juvenile Division, which now forms part of The Ministry of Community and Social Services. More recently in the Northeast, we have hired five part-time Native staff as noted in the attached list.

The Ministry has also organized a Committee on the native female offender. The members are Loretta Belanger and Linda Podwin, and they have been asked to recommend to the Ministry regarding the problems of the natives in our institutions in relationship to the recommendations of the Report of the National Advisory Committee On Female Offender. Again, before your mandate expires, I hope to be able to furnish you with further details of this development.

I would like to end

by speaking of a promising development: the possible establishment of a trapping school, whose purpose will be to provide the necessary training to non-academic native clients to enable them to operate a trapline on completion of the course.

The initial programme is proposed to run for a 22 week period in the bush camp of the Spruce Falls Power and Paper Company. There are 100 square miles of terrain available to the project, over which the Ministry of Natural Resources is prepared to extend the necessary licences. In the chosen area, there is over-population of the fur-bearing animals to be trapped. The Kee-Way-Tin Trapping School is seen as a viable alternative to sending young people south to correctional institutions.

The proposal has been developed by Mr. Jim Rodrique, a Metis who has spent much of his life on the trapline. He worked recently at the Moonbeam Group Home and has been employed by the Ministry of Natural Resources during the summer. He speaks native languages, French and English and runs one trapline for his own personal purposes. The school, if approved, would run from November 1st, to March 31st each winter.

This programme will do more than produce Native trappers. It will involve native clients with native staff in productive activity in the north and this is the Ministry's intent as stated earlier.

I now take pleasure in asking my colleague, Mr. Eric Huddleston, to continue.

ATTACHMENT

NATIVE PERSONS EMPLOYED
BY THE
MINISTRY

POSITION	REPORT TO	TYPE OF POSITION
<u>METRO REGION</u>		
1. Correctional Offr. 2	Barrie Jail	full-time classified
2. Main. Plumber	Toronto East D.C.	classified
<u>KINGSTON/OTTAWA REGION</u>		
3. Cook 1	Quinte D.C.	40-hr. unclassified
4. Probation Offr. 2	Peterboro P.&P.	classified
<u>WEST CENTRAL REGION</u>		
5. Correctional Offr. 2	Hamilton Jail	classified
6. Correctional Offr. 2	Hamilton Jail	classified
7. Correctional Offr. 2	Hamilton Jail	classified
8. Correctional Offr. 2	Mimico C.C.	classified
9. Correctional Offr. 2	Mimico C.C.	classified
<u>WESTERN REGION</u>		
10. Rehab. Offr. 1	Sarnia P.&P.	classified
<u>NORTHERN REGION</u>		
11. Correctional Offr. 2	Thunder Bay C.C.	classified
12. Correctional Offr. 2	Thunder Bay C.C.	classified
13. Correctional Offr. 1 (Leisure Time Offr.)	Fort Frances Jail	6-hrs. unclassified
14. Correctional Offr. 1 (Teacher-Crafts)	Fort Frances Jail	6-hrs. unclassified
15. Correctional Offr. 2	Kenora Jail	classified
16. Correctional Offr. 2	Kenora Jail	classified
17. Correctional Offr. 1	C.R.C. - Kenora Jail	40-hr. contract
18. Correctional Offr. 1	C.R.C. - Kenora Jail	40-hr. contract
19. Correctional Offr. 1	C.R.C. - Kenora Jail	40-hr. contract
20. Correctional Offr. 4	C.R.C. - Kenora Jail	40-hr. contract
21. Correctional Offr. 4	C.R.C. - Kenora Jail	40-hr. contract
22. Correctional Offr. 1	C.R.C. - Kenora Jail	40-hr. contract
23. Correctional Offr. 4	C.R.C. - Kenora Jail	40-hr. contract
24. Correctional Offr. 1	Thunder Bay Jail	40-hr. contract
25. Probation Offr. 2	Espanola P.&P.	classified
26. Probation Offr. 1	Thunder Bay P.&P.	classified
27. Rehab. Offr. 1	Kenora P.&P.	classified
28. Rehab. Offr. 1	"	classified
29. Ass't. to P.O.	"	fee-for-service
30. "	"	"
31. "	"	"
32. "	"	"
33. "	"	"
34. "	"	"
35. "	"	"
36. "	"	"
37. "	"	"
38. "	"	"
39. "	"	"
40. "	"	"
41. "	"	"
42. "	"	"
43. "	"	"
44. "	"	"
45. " Moose Factory	Timmins P.&P.	"
46. " Fort Albany	"	"
47. " Attawapiskat	"	"
48. " Moosonee	"	"
49. " Moosonee	"	"
<u>BRAMPTON REGION</u>		
50. Correctional Offr. 2	Brampton A.T.C.	classified
<u>EASTERN REGION</u>		
51. Probation Offr. 2	Peterboro P.&P.	classified

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

ROSENTHAL, Delia & ALEX

PRESENTED AT

EAR FALLS

NOVEMBER 16, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

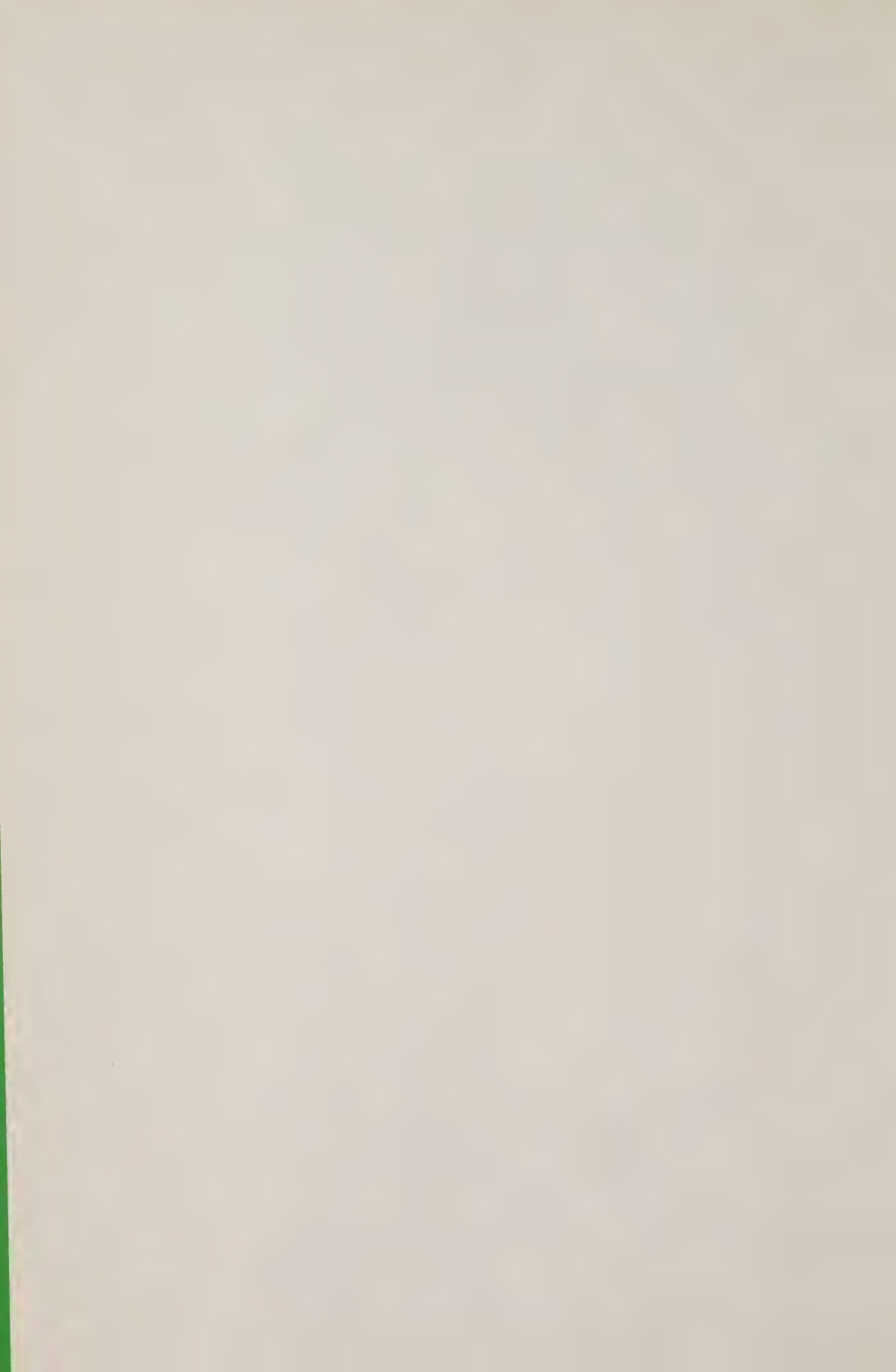
ROSENTHAL, Delia & Alex
EAR FALLS, Ontario

PRESENTED AT

Ear Falls
on
November 16, 1977

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT
416/965-9286

MANULIFE CENTRE
55 BLOOR STREET WEST
ROOM 801
TORONTO, ONTARIO
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No.

79

Royal Commission on the
Northern Environment

This exhibit is produced by

Alex Rosenthal

this 16 day of Nov 1977

Squawam

Brief

Presented to:

The Royal Commission On The Northern Environment

November 16, 1977

Ear Falls, Ontario

By:

Delia & Alex Rosenthal

Ear Falls, Ontario

Northern Ontario is vast. It is a rugged land. It offers its residents enjoyment of natural surroundings yet untouched or altered by twentieth century progress.

Most of the residents of this area are here either directly or indirectly because of resource exploration, development, and exploitation. Some are descendents of the native inhabitants. Many of the first settlers of this part of northwestern Ontario came here when gold was first discovered in the Red Lake area around 1922. This rash of gold fever brought with it prospectors and entrepreneurs that developed a transportation industry and support industries.

Communities developed at the hubs of activity. Then, because of the development of gold mines in the Red Lake area, power was needed. Hydro crews and enterprising contractors set about to construct a hydro dam at Ear Falls to supply hydro electric power to the mines.

The advent of the discovery of gold and the subsequent development of support services provided a welcome break for many from the soup kitchens in the south, though the work was tough and conditions rough. They came for the jobs. Their survival instincts together with a lust for that illusive precious metal brought them here.

Exploration continued. Many years later, while some gold mines in the Red Lake area were just closing their doors, an iron-ore claim near Bruce Lake showed promise. The Griffith Mine began construction. Construction crews came into the area, and set about to build the mine. For the local merchants, the money these people earned was a godsend to their businesses.

Soon houses were to be built and families moved in to commence work at the mine. Trailers moved in and out - they still do. Some families are still here. Many have moved on. It was a rapid surge of growth, as the once placid little hamlet became a small town. It experienced a change in its form of government. Planners descended upon the village, and a design for development was established. Many of the hard years of pre-expansion development of businesses were neglected - thrown aside - for modern, new town planning. This would hurt later.

Then more lumber began to be hauled from the forests in the area. Crews were moved in, families came, and mechanization set upon the forests. Well paying jobs could be had in the forest industry.

While people moved in to work in these resource industries, business people with an eye to the future opened stores, and the support service business grew. Some came here because the area showed promise - it was rich in resources.

Throughout these years American (and some Canadian) tourists continued to 'go north'. They came for the good fishing and hunting, and the rough untouched terrain. This frontier sense of adventure is part of the allure of the north.

So it becomes apparent that residents of the area are here because of the rich mineral deposits and vast areas of harvestable timber. Business people and people involved in support services are here because resources are being extracted and shipped off for refinement or manufacture. Camp operators are here because the north holds a mystery for ~~the~~ ^{THAT} visitors.

The communities which have developed or evolved in such a manner have all the stability of the markets for their resources, the life of their finds, and the efficiency of ~~reforestation~~ ^{SILVICULTURE} techniques. Once an ore body is 'mined out' jobs are lost and houses become vacant. Industrial taxes are lost, once crowded classrooms become small, and few smiles are to be found on the faces of the business people who have spent years developing their business and establishing their families. There is little reason for the community to continue. But it exists, children have grown up there, and it will continue. It will not prosper perhaps, but family ties are there, and those that love the area will stay. The town will have fallen upon hard times. Many refer to this phenomenon as 'the boom and bust syndrome'.

If Canadians are to consider 'the small town' a way of life worth preserving they must plan for its preservation. Towns built upon the 'boom' of resource discovery and exploration often become ghost towns within a generation. The young people are displaced, and left with a memory of windows speedily boarded over and belongings packed up for a move where the family could find work.
to a place

A large percentage of Canadians have grown up to know the riches of life in a small town. Many move from their home town to the city. Some stay, and others move back from the city to their home town or another so their children will grow up knowing small town Canada. Some advocates of urbanization say the small town should die a natural death. Entrenched city dwellers with no way out holler return to the old way of life - go back to the land. Small town Canada is as real as the urban business executive who still reads her/his home town newspaper as if it were a chapter from her/his diary.

But the small town's life ticket is as long as the stability of its industry. Thoughts must be cast into the future and a development of a stable economy in the small towns of Canada if this part of our heritage is to be preserved. While the Canadian populace must plan for the continued well being of the small town, it must consider energy requirements for the operation of existing and planned industries and communities.

Energy has been a topic of global and national concern for longer than just a few years. We in northwestern Ontario have experienced brown outs and black outs and impending threats of severe shortages. We have experienced drastic increases in the costs of hydro electric power.

Ontario Hydro, armed with statistics and forecasts of energy requirements has announced the impending need for the construction of nuclear generating stations. A thermal generating stations is presently under construction in Atikokan. The construction of nuclear generating stations will insure residents of Ontario sufficient hydro to meet every increasing demands of industry.

What the residents of Ontario are not assured of is the ability of man to deal with the potential dangers inherent in the manufacturing of energy through nuclear fission. Nuclear technology is simultaneously heralded to be one of the greatest discoveries of the twentieth century and the greatest monster man has yet unveiled. At best nuclear power generation is an anachronism. Yet construction of generating stations and federal funding into further research continues. The cry for more electricity continues.

Alternate sources of power are available. Yet funding into the development of alternate sources of power remains miniscule in comparison with that delegated to nuclear research. Conservation has not become a way of life and it must if mankind is to live through the twentieth century unblemished by its own lust for technological developments beyond its comprehension or control.

So when northerners^{we} come to discuss the future of their own area energy sources for future development must play a significant role. Let us not be caught in a catch 22 lust for growth.

In any discussion of future development of an area, an eye must be cast to what the area will be like after expansion takes place. This includes physical growth patterns of communities involved, their capacity to deal with growth, planning, and the physical effects of industry upon the environment.

Without making specific references Ontarians, and indeed Canadians should consider the preservation of tracts of land for 'future reference' by future generations. Common sense tells us that the 'multiple use' concept is one that should prevail. This appears to be the only way to give sufficient consideration to all parties concerned, and most important to the preservation of our environment, keeping it free from careless users, both industrial and individual. Environmentalism must not be looked upon as rash, popularist thinking. The concept is a simple one: if we do not care for the environment, we will soon have nothing to care for, and hence will lose our appreciation for some of the finer points in life.

We are living in a time when ~~whole~~ areas of land should be cordoned off, and set aside as a museum of the future. Our children

will want to know what the land looked like before multiple use became the way of life. This might seem impractical from the standpoint of development, and indeed this point is difficult to argue. But human nature, greed and conspicuous consumption have a way of interfering with common sense. Little financial reward will be reaped from such a proposal, but a child born into the 21st century will at least be allowed a glimpse at its heritage. We are living in a time when needs and demands will have to be carefully scrutinized and defined.

We must be wary of the concept that growth is necessary for a small community to exist. We must cautiously examine the rash planning that precipitates disaster when growth is eminent and must be snatched before the opportunity passes on. The expansionary thinking that accompanies this lust for growth must be weighed against the cost in social and humanistic terms.

Regionally, accurate externality costing would clearly indicate that a higher ratio of return must be realized in our natural resources. Strict cost benefit analysis is no longer sufficient justification for development on a large scale. If development is to proceed on this scale and the private sector argues that feasibility comes only with traditional profit margins and cost benefit accounting then the public sector ~~as the eventual guarantor~~ must think of itself as a potential co-developer. ^{Tax payer}

Pure quantitative growth, long held to be the brass ring of Canadian economic ^{well-being, must bow to real economic} strength where quality, durability and stability are the objectives.

Thank-you.

Delia & Alex Rosenthal, Ear Falls, Ontario. November 16, 1977

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THE NORTHERN ENVIRONMENT

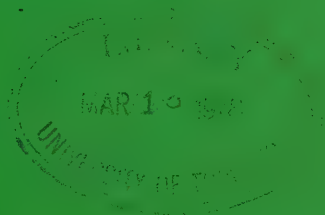
BY

Dr. Harrison C. Maynard

PRESENTED AT

EAR FALLS

NOVEMBER 16, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

Dr. Harrison C. Maynard

PRESENTED AT

Ear Falls

on

November 16, 1977

ROYAL COMMISSION
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MANULIFE CENTRE
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ROOM 801
TORONTO, ONTARIO
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This exhibit is produced by

Dr. H. Raymond

this 16 day of Nov 1977

NOVEMBER 1977

MR. JUSTICE HARTT, FELLOW COMMISSIONERS AND FELLOW RESIDENTS
OF EAR FALLS, HEREWITH I COMMENCE MY BRIEF CONCERNING FUTURE
DEVELOPMENT, NORTH OF THE 50TH PARALLEL.

MY NAME IS DR. HARRISON C. MAYNARD AND I AND MY WIFE ARE BOTH
FOURTH GENERATION CANADIANS AND WE HAVE LIVED IN EAR FALLS NOW
FOR SOME 3 YEARS. PERHAPS WE MAY BE CONSIDERED NEWCOMERS TO
THE NORTH, BOTH HAVING DERIVED ORGINALLY FROM THE URBAN SOUTH,
BUT HAVING SEEN BOTH LIFESTYLES IN A DEGREE OF INTIMACY KNOWN
BEST AND SO WELL BY DOCTORS, LET ME SPEAK; TAKING INTO ACCOUNT
THAT THIS BRIEF IS PRIVATELY AND PERSONALLY PRESENTED AND ITS
CONTENTS REPRESENT NO ONE AND NO GROUP EXCEPT THE MAYNARD
FAMILY OF WHICH I AM THE HEAD. LET ME COLOUR MY PREAMBLE BY
SAYING THAT I DEFY ANYONE WHO CARES ABOUT HISTORY, THE HUMAN
CONDITION, COMMUNITY INDENTITY, INDUSTRY, JOBS, POLLUTION AND
THE INTEGRITY AND WELL BEING OF THIS ECO-SYSTEM. I DEFY THAT
PERSON TO COME NORTH AND EXPLORE OUR BUSH, OUR STREAMS, AND OUR
LAKES, OUR PEOPLE AND THEIR WAYS, BOTH NATIVE AND WHITE FOR A
PERIOD OF ONE YEAR AND THEN NOT BE FOREVER A PERSON CHANGED FOR
THE BETTER AND THE BROADER. WE CAME HERE AS STRANGERS, AS DO
MOST PEOPLE, TO A PLACE CALLED FOREIGN TO THEM AND BECAME FOR
REASONS OF PERSONAL AND AS USUAL, TEMPORARY ADVANTAGE AND BEFORE
WE KNEW IT, WE HAD BECOME PEOPLE WITH NEW DIMENSIONS, NEW
OUTLOOKS, NEW HORIZONS, NEW LIFE, NEW FRIENDS, AND IN THE WORDS
OF RON NICHOLS AND BUNTY NICHOLS, REAL OLD TIMERS IN THESE PARTS,
"THESE WORDS STILL RING IN MY EARS". RON SAID WHEN I FIRST MET

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HIM, "WE CAME HERE FOR A THREE WEEK HOLIDAY 25 YEARS AGO AND WE'RE STILL HERE". I CAN TELL YOU, ALL BE IT AS A NEWCOMER, THAT THE PEOPLE AND THE ECOLOGY OF THE NORTH ARE FULL OF HISTORY, TRADITION, CHARM, UNIQUENESS AND COLOUR, AND HUMOUR. PERHAPS TO MY SHAME AND YET IN ALL HONESTY, MY OWN PERSONAL REASONS FOR COMING NORTH WERE THOSE RELATED TO ASSISTING ME IN ACHIEVING OTHER GOALS AND THAT AS SOON AS THESE WERE ACHIEVED, LEAVING. MY FIRST EVENING IN EAR FALLS STARTED BY ASKING WHERE IS THE RESTAURANT. SINCE THERE WAS NONE, DON AND IRENE ARMSTRONG OF THE TRILLIUM MOTEL, DON ALSO BEING A MEMBER OF THE LION'S CLUB, INVITED US TO SHARE THEIR DINNER WITH THEM AND WE HAD A GREAT TIME. SHORTLY AFTER THIS, MY FIRST PATIENT CALLED UPON US. MY FIRST PATIENT WAS A DOG, A SMALL BUG-EYED TYPE OF DOG OWNED BY THE NAGORSKI'S. ITS EYE HAD BEEN PROPTOSED OR POPPED-OUT IN AN ACCIDENT OR A FIGHT. MR. NAGORSKI SPOKE TO MY WIFE AND SAID, "THE NEAREST VETERNARIAN IS 150 MILES AWAY, AND IF THE DOCTOR CAN'T HELP, I'LL HAVE TO DESTROY THE DOG. BECAUSE THIS WORK SEASON, BEING EMPLOYED BY THE MINISTRY OF NATURAL RESOURCES, IS THE FIRE SEASON AND I AM NOT AT LIBERTY TO TAKE MY ABSENCE". IRIS, AS AN ANIMAL LOVER, EXPLAINED THE PROBLEM AND AFTER 15 MINUTES OF MY PACING BACK AND FORTH, OPENING AND SHUTTING SURGICAL TEXTBOOKS, I FINALLY SETTLED DOWN AND THOUGHT IT OVER. THOUGHT I TO MYSELF, "NOW DAMN IT, THIS MUST BE SOMETHING LIKE REDUCING A HERNIA, AND IF SO, THAT'S FINE. AND IF I DON'T DO IT, THAT EYE WILL BE BLIND OR THE DOG WILL BE DEAD". I HAD TO USE MY OWN TALENTS, ACCORDINGLY, I PSYCHED UP, PUT ON A KNOWLEDGEABLE LOOK, EXAMINED

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THE PUP AND BELIEVE IT OR NOT, REDUCED HIS EYE. I RECEIVED THE BIGGEST FEES OF MY LIFE. THE DOG SQUEALED WITH DELIGHT, MY WIFE WAS PROUD OF ME AND I RECEIVED AN INVITATION TO THE NAGORSKI'S FOR DINNER. THAT DAMN DOG STILL RAISES HELL EVERY NIGHT OUTSIDE MY WINDOW.

NOT LONG AFTER THAT, THE LIONS CLUB OBTAINED SPACE FROM THE CITY TOWNSHIP, THE TOWNSHIP OF EAR FALLS, CLEARED AND LEVELLED A SPACE AND BY VOLUNTEER LABOUR AND BY EFFORTS OF A FUNDING COMMITTEE, AND BY THE INPUT OF INDUSTRY, CHURCH GROUPS AND OTHER PHILANTHROPICALLY INCLINED GROUPS, WHO HAD CEMENT SLAB LAID, STEEL STRUCTURE ERECTED AND NOW, WE BOAST IN THIS TOWNSHIP, A FULLY EQUIPPED DOCTOR'S AND DENTIST'S OFFICE COMPLEX WITH LAB, X-RAY, SURGICAL AND OTHER FACILITIES THAT WOULD MAKE ANY CITY DOCTOR TURN GREEN WITH ENVY. SHOW ME, MR. COMMISSIONER, ANY CITY DOCTOR WHOSE OFFICES WERE BUILT BY VOLUNTEER LABOUR AND BY DONATIONS FROM INDUSTRY AND FROM CHILDREN'S WALKATHON AND FROM LADIES CHURCH GROUPS. AS YOU CAN SEE, WE HAVE BECOME THOROUGHLY NORTHERNIFIED. WE RECOMMEND THE EXPERIENCE TO ANYONE, WHO IS FLEXIBLE, GUTSY AND HUMANE. IT HAS DONE A GREAT DEAL FOR US AND WE HOPE IT HAS MEANT SOMETHING TO THE PEOPLE OF THE NORTH. THE PEOPLE OF THE NORTH, WHATEVER THEIR ANCESTRAL ROOTS, ARE A TOGETHER PEOPLE. WE KNOW THAT THIS PLANET IS HEAVENLY AND HEAVILY OVER-POPULATED AND THAT OUR RESOURCES ARE EITHER NON-RENEWABLE OR ELSE, IF RENEWABLE, ARE LIMITED. THEY ARE FINITE. WE KNOW THAT THE REAL RATE OF POPULATION GROWTH OF PEOPLE IN THE WORLD WILL BE 4 BILLION BY THE TIME OUR CHILDREN GO TO COLLEGE. WE KNOW

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THAT THIS GROWTH IS EXPOENTIAL RATHER THAN ARITHMETIC, AS LONG AS CRITICAL RESOURCE ELEMENTS ARE AVAILABLE. WE ALSO KNOW THAT WHEN THERE IS DEMAND, COUPLED WITH A SOURCE OF SUPPLY, THAT SOONER OR LATER, IF THE DEMAND BECOMES CRITICAL, EACH ELEMENT AND AREA OF SUPPLY WILL BE MADE EVER MORE TEMPTING. WE ARE FULLY AWARE THAT OUR TIMBER STANDS AND OUR METALS, NORTH OF THE 50TH PARALLEL ARE AMONG THE LAST STANDS AND DEPOSITS AVAILABLE TO AN EVER MORE DEMANDING WORLD. WE ARE FURTHER AWARE THAT IT IS THE OFFICE OF CORPORATIONS TO BRING SUPPLY AND DEMAND TOGETHER IN AN EFFORT TO MAKE PROFIT FOR SHAREHOLDERS. WE REALIZE THE PLACE IN OUR HISTORY, EXPLORATIONS AND PERAMBULATIONS AROUND THIS WORLD, THAT PROFIT WAS AN HONOURABLE AND MOTIVATING THING. THEY WERE WELL MOTIVATED THINGS IN THIS REGARD, THAT WE KNOW, AS AFFLUENCE BECAME COLLECTIVIZED, THAT THE NEED FOR SPICES, FUR COATS AND THE LIKE DROVE EXPLORERS TO EXHIBIT THEMSELVES AS THE BEST EFFORT MANKIND COULD COME FORTH WITH AND THAT IN SO DOING, THE ADVANCES AND DEVELOPMENT OF SCIENCE PROCEEDED; BUT WE ARE ALSO AWARE THAT CORPORATIONS, IN THIS DAY AND AGE, PROPERLY CONSTITUTED AND MOTIVATED CONSERVES THE SAME FUNCTIONS OF MAKING NEEDED RESOURCES AVAILABLE TO NEEDFUL PEOPLE AND STILL MAKE A FAIR PROFIT. WITHOUT, AS HAS SO OFTEN HAPPENED IN THE PAST, THE NECESSITY FOR EXPLOITATION, RAPE AND POLLUTION OF THE SUPPLY AREA. NOW, OF COURSE, WE ARE AWARE THAT NO ARMY, HOWEVER WELL EQUIPPED, AND HOWEVER POPULATED, CAN KEEP FOREVER THE EVERLY INCREASING DEMANDING WORLD SUPPLY DEMAND AT BAY. WE KNOW THAT SOONER OR LATER THE PRESSURES OF CORPORATE

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SURVIVAL AND CONSUMER NEEDS WILL COME TO EYE OUT OUR GAME, OUR FISH, OUR ANIMALS, OUR TIMBER AND WHATEVER OTHER RESOURCES WE MAY HAVE. ACCORDINGLY, I DIRECT MY REMARKS TO FIVE MAIN GROUPS OF INDIVIDUALS IN OUR SOCIETY, IN THE PRESENCE OF THIS HARTT COMMISSION.

NO. 1 IS INDUSTRY.

NO. 2 IS GOVERNMENT.

NO. 3 THE MEDIA.

NO. 4 MY FELLOW, WHAT I NOW CALL FELLOW NORTHERNERS, AND
LAST BUT BY NO MEANS LEAST,

NO. 5 TO A GROUP WELL KNOW IN OUR MILIEU, SOMETIMES UBIQUITOUS, FUNDED BY OUR ENEMIES AND THOSE THAT SEEK TO BE ANXIETY PEDDLERS AND LIE-MONGERS AMONG US. THOSE THAT COME AS SHEEP IN GOATS CLOTHING, SEEKING TO PROVOKE US ONE AGAINST ANOTHER, BUT AFTER ONLY ONE THING; THE OVERTHROW OF OUR OWN INSTITUTIONS AND STRUCTURES FOR THEIR OWN PURPOSES OF SELF AGGRANDTIZEMENT, GAIN AND POWER.

TO INDUSTRY, I WOULD SAY: WE NEED YOUR JOBS, BUT NOT AT ALL COSTS. WE NEED YOUR OPTIMISM AND GROWTH AND EXPERTISE, BUT NOT IN THE SENSE THAT WOULD BECOME DEPENDANT UPON YOUR PREMISES. YOU COME TO USE WITH EXPERTISE, WITH EMPLOY, WITH MONEY, WITH PROMISES, WITH OPTIMISM AND OPPORTUNITY, BUT WE FEAR THAT AFTER WE HAVE STARTED ENJOYING THE BENEFITS OF YOUR SALARIES, AT THE SWEAT OF OUR BROW AND THAT AS INVENTORY BUILDS UP AND WORLD CONDITIONS WORSEN, THAT YOU WILL SOMEDAY STATE, JUST AS WE ARE

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STARTING OUR FAMILIES AND GETTING WELL INTO THE OBLIGATIONS OF OUR MORTGAGES, THAT YOU WILL FIND IT NECESSARY TO WITHDRAW, LEAVING US HIGH AND DRY.

WE ARE AWARE THAT WE NEED YOU, IF OUR PEOPLE AND OUR CHILDREN ARE TO HAVE A LIFE OF REAL OPPORTUNITY AND SOME AMENITIES. BUT WE MUST ASK AND INDEED INSIST, THAT IF THIS IS TO BE; THEN THE KEY WORDS ARE NOT EXPLOITATION, PROFITEERING, GIVING AND TAKING AWAY, POLLUTION, AND POLICTIZATION, IN OTHER WORDS, CARPET-BAGGING. THE KEY PHRASES WERE THE "DAWN OF A NEW TOMORROW AND TODAY", MUST BE PARTNERSHIP FOR COMMON GOOD, LONG LIVED PROSPERITY, THE HARVESTING OF OUR MATURE TIMBER AND THE SEWING OF EVER IMPROVED SPECIES FOR TOMORROW. THERE IS A TIME FOR REAPING AND A TIME FOR SEWING. WE FULLY EXPECT AND INSIST THAT AS RESOURCES BECOME RELATIVELY RARER AND RARER, PROPORTIONATE TO DEMAND, THAT THE OPPORTUNITIES FOR QUICK PROFIT INCREASE, HOWEVER, SO ALSO DO THE PROSPECTS FOR A CREATION FOR A LITTLE HEAVEN ON EARTH WITH PLENTY FOR ALL. IF YOU ONCE AND FOR ALL WILL MAKE YOUR IMAGE FIT YOUR FACE AND STOP AND SEE THAT RESPONSIBLE CORPORATE CITIZENSHIP AT LAST MEANS CAREFUL ATTENTION TO SELECTIVE HARVESTING, JEALOUS REFURBISHING, COMBING, MANICURING OF OUR RESOURCES AND IN ADDITION EQUAL DILIGENCE TO THE NEWLY SEWN CROPS. THEN AND ONLY THEN, CAN A PARTNERSHIP CONCEPT BETWEEN INDUSTRY, WORKERS, NATIVES, AND LOCAL PEOPLE BECOME A POSSIBLE BELIEF. WE DON'T WANT YOU TO COME ANYMORE LIKE GANGBUSTERS AND EXPLOIT US ALL AND RAPE OUR RESOURCES AND DEVELOPE A GLUT OF INVENTORY, ONLY TO FIND OUT LATER WHEN WE HAVE DUG IN OUR ROOTS, BEGUN OUR FAMILIES, STARTED OUR HOMES

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AND COMMITTED OURSELVES; THAT YOUR CORPORATE MISMANAGEMENT IS ABOUT TO LEAVE US HIGH AND DRY. IF YOU COME, AS BROTHERS AMONG US TO COMMIT YOURSELVES, THEN PUT IN ROOTS WITH US AND IF YOU COME TO STAY, THEN AND ONLY THEN, WILL YOU BE ABLE TO PROTECT YOUR TOMORROWS AS WELL AS YOUR TODAYS, HAND IN GLOVE WITH US.

NO. 2, I SAY TO GOVERNMENT THE SAME TODAY, AS I HAVE ALWAYS SAID, AS FOLLOWS: "HE WHO IS GOVERNED BEST, IS HE WHO HAS GOVERNED LEAST". IN OTHER WORDS, WE EXPECT OF YOU THAT YOU REMAIN SOLID, COMMUNICATIVE, REPRESENTATIVE AND CURRENT. THAT YOU CREATE FOR US A MILEUX OF SOCIAL ROLES, BUSINESS PRACTICE, AND TAX POLICIES, THAT MAKE FOR A COMFORTABLE, FAIR, RELAXED SETTING IN WHICH WE ARE FREE TO DO OUR THING, WITHOUT FEAR FROM ONE ANOTHER, OR FROM SUBVERSION WITHIN OR ENCROACHMENT FROM WITHOUT, BUT SO PROVIDE US WITH A MINIMUM OF EXPENSE AND INTERFERENCE. TO ME, OUR GOVERNMENT HAS THUS FAR DONE A COMMENDABLE JOB.

AND NOW, NO. 3; LET ME COMMENT UPON WHAT I THINK, AT LEAST FOR ONE OF THE MEDIA, THEIR COVERAGE OF THE DIARIES OF OUR LIVES, IN THIS AREA OR FOR THAT MATTER, PERHAPS IN ANY OTHER AREA AND THE WAY THEY DISPORTED THEMSELVES PRIOR TO OUR LAST ELECTION. I VIVIDLY RECALL, MY WIFE AND I, THE LAST ELECTION. I VIVIDLY RECALL THE EVENING UPON WHICH MR. WILLIAM DAVIS DECLARED THAT THE ELECTION WOULD BE HELD. HE SAID THE ISSUE WOULD BE JOBS AND THE ECONOMY. I ALSO VIVIDLY RECALL THE MEDIA AND THEIR PORTRAYAL OF THE EVENTS, ISSUES AND ITEMS GERMANE TO THE LAST ELECTION. AS WE HEARD IT HERE IN THE NORTH, WE

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SUDDENLY DEVELOPED A PLETHORA OF EXPERTS IN THE SOUTH AND IN TORONTO TELLING US ABOUT MERCURY. MANY ACTION GROUPS GATHERED TOGETHER TO DECRY THE HORRENDOUS STATE OF AFFAIRS APPLYING TO THE NATIVES AND OTHERS OF THE NORTH, IMPLYING THAT THERE WAS COLLUSION BETWEEN THE GOVERNMENT, THE LODGE OWNERS AND THE MONEY MAKERS UP HERE IN THE NORTH, AGAINST THE INNOCENT TOURISTS AND THE NATIVES WHO INHABIT AND COME TO OUR AREA. AMONG THE FOREMOST OF THESE DOOM AND GLOOM AND ANXIETY PEDDLERS WERE THE PEOPLE NAMELY WARNER TROY, WHO HAS SUBSEQUENTLY WRITTEN A BOOK AND CAPITALIZED UPON THE ROYALTIES THEREOF; A PROGRAM KNOWN AS THE "FIFTH ESTATE", WHO ALSO INTERVIEWED WARNER TROY; ANOTHER PROGRAM OUT OF WINNIPEG KNOWN AS "24 HOURS" AND STILL ANOTHER AND EVEN A MORE LIMITED PROGRAM IN TERMS OF INTELLIGENCE, COMING OUT OF TORONTO AND AT THAT TIME HOSTED BY PAUL SOLES AND SOMEONE NAMED MS. FINLAYSON WHOSE LOGO IN THAT AREA I CAN'T QUITE RECALL. BUT IT IS OBVIOUS TO US IN THE NORTH, IF NOT TO YOU IN THE SOUTH, THAT THE MAIN THRUST OF THESE PROGRAMS AND ALLEGED REPORTS UPON THE STATE OF AFFAIRS IN OUR COUNTRY AND IN OUR PROVINCE, HAS TO DO WITH LESS THAN COURAGEOUS FACT REPORTING, CORRECTORS OF THE WORLD, MEDIA PEOPLE. I WELL RECALL HEARING WARNER TROY, WHO WROTE THE BOOK ABOUT MERCURY POLLUTION IN THE NORTH, SAYING ON "TAKE 30" THAT HE DISPAIRED FOR THE WELFARE OF THE NATIVES OF THE NORTH AND SUGGESTED THAT THERE WAS GREAT COLLUSION BETWEEN THE THEN GOVERNMENT, THE LODGE OWNERS, THE ADVERTISERS AND THE PEOPLE OF THE NORTH TO MAKE THEIR LIVING IN ANY WHICH WAY THEN COULD SHAPE UP, AT THE EXPENSE OF ANYONE ELSE. THIS COMMISSION MR. HARTT, WAS STRUCK UP AS AN OUTCOME OF THE LAST ELECTION AND THE REASON FOR HAVING STRUCK THIS

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COMMISSION, WAS TO INVESTIGATE ONCE AND FOR ALL AND TO ASSURE OR STATE ONCE AND FOR ALL, THAT IF THERE WAS WRONG DOING OR NOT IN TERMS OF INDUSTRY AND THE ONGOING CONCERNS OF PEOPLE IN THE NORTH, WHETHER THEY BE FELLOW TRAVELLORS WITH THIS COLLUSION OR AGAINST IT. WE HEARD IN THOSE DAYS, PRIOR TO THE LAST ELECTION, THAT THE CHRISTIANOIDS OF THE MEDIA, NAMELY WARNER TROY OF THE PROGRAM "THE FIFTH ESTATE", TOGETHER WITH ADRIAN CLARKSON, AND WE ALSO HEARD FROM "TAKE 30" WITH MS. FINLAYSON AND MR. PAUL SOLES, SIMILAR THINGS; AND ON "24 HOURS" OUT OF WINNIPEG, WE HEARD RESUMES ALONG THE SAME LINES. MR. COMMISSIONER THIS GIVES PEOPLE OF THE NORTH TO THINK THAT WE ARE REGARDED AS PROFITEERING BAD PEOPLE. THESE PENALTIES BY INNUENDO ARE BY NO MEANS FAIR, NOR ARE THEY BY ANY MEANS ACCURATE. LET ME CONTINUE. IT IS MY WORKING HYPOTHESIS THAT THE INTEREST OF ADRIAN CLARKSON AND WARNER TROY AND JOHN HARVARD AND ETAL, HAVE A GOOD LESS TO DO WITH THE INTERESTS OF THE PEOPLE OF THE NORTH THAN IT HAS TO DO, AND THEIR EFFORTS AND ASSETS HAVE TO DO WITH THEIR OWN WELL BEING. NONE THE LESS, LET MY SAY THIS, THAT IF THEY WERE THAT CONCERNED AND IF THEY WENT INTO THAT MUCH ENTERPRISE AND DIFFICULTY TO POINT OUT THE RISK AT WHICH WE IN THE NORTH HELD OURSELVES, WHERE ARE THEY NOW? THE COMMISSION WAS STRUCK TO SETTLE THESE AFFAIRS. THOSE WHO HAVE GREAT INTEREST IN THE PEOPLE OF THE NORTH WILL HAVE BEEN HERE BY NOW TO REPRESENT THEIR BRIEFS TO THE COMMISSION, OR WILL BE HERE TODAY OR CERTAINLY WILL BE HERE BEFORE THIS COMMISSION, BEFORE THIS COMMISSION IS DONE ITS

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REPORTS. TO TELL YOU WHAT, I, FOR ONE THINK OF THE MEDIA AND THEIR SELF-SEEKING WAYS, LET ME SAY THIS: THAT PRIOR TO THE LAST ELECTION, ALL WE IN THIS AREA HEARD OF WAS MERCURY, MERCURY, MERCURY. THE MERCURY, MERCURY, MERCURY TALK CAME OUT OF THE WOULD-BE STUDENTS OF THE SUBJECT FROM THE SOUTH. THE PROBLEM WAS SO PANDEMIC THAT WE COULDN'T TRUST OUR OWN MEDICAL PEOPLE IN THIS AREA AND IN THIS COUNTRY TO REPORT HONESTLY UPON THE TOPIC AND HAD TO INDEED INVITE ONE WAY OR ANOTHER, WOULD-BE MEDICAL PEOPLE FROM OTHER COUNTRIES WITH GREATER AND MORE EXPERTISE IN THIS AREA. IN GRASSY NARROWS, WE HAD A MEDICAL DOCTOR, I USE THE WORD LOOSELY, WHO SAID HE HAD A CHILD SUFFERING FROM MINAMATA DISEASE AND TO HIS SHAME, HE DISPLAYED A NATIVE OF GRASSY NARROWS SUFFERING FROM CEREBRAL PALSY. AND THIS PERSON WAS SEEN WIDELY INTERVIEWED BY THE MEDIA ON OUR VARIOUS NETWORKS. AFTER THIS PATIENT, WITH WOULD-BE MINAMATA WAS SENT TO AN HONEST HOSPITAL STAFFED BY CANADIAN DOCTORS, AND THE LIKE, NONE OF WHOM HAVE ANY AXE TO GRIND, AND WHEN IT WAS FOUND THAT THIS CHILD WAS SUFFERING AND HAD ALL HIS LIFE SUFFERED FROM CEREBRAL PALSY, I PERSONALLY TRIED TO FIND THE DOCTOR WHO SAID THAT THIS WAS MINAMATA DISEASE AND COULD NOT. THIS IS NOT MY FIRST EXPERIENCE AS A MEDICAL PRACTITIONER IN CANADA, IN ATTEMPTING TO FIND SOME EXPERT FROM ELSEWHERE WHO AFTER THE ISSUE IS NO LONGER GERMANE OR OF INTEREST, IF FIND THAT HE OR SHE LOST. IF WE HAD A MEDIA GROUP IN THIS COUNTRY WHICH WAS INVESTIGATIVE, INTELLIGENT, COOL AND INTEGRAL, WE WOULD HAVE FAR LESS UNDESIRABLE MATERIAL IN THE COUNTRIES MEDIA PAN. HOWEVER, IF THAT WERE TO BE THE CASE,

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THERE WOULD BE FAR LESS INTEREST AND MONEY TO BE PAID OUT TO WOULD-BE MEDIA PEOPLE. ANYONE WHO WISHES TO RESEARCH THE TOPIC KNOWS, OR SHOULD KNOW BY NOW, THAT MERCURY IS A HEAVY METAL AND THEN EVEN AT USUAL TEMPERATURES IN THIS COUNTRY, PRESERVES ITSELF IN THE LIQUID STATE. BEING HEAVY AND LIQUID IT RUNS FROM MOUNTAIN TOPS TO LOW PLACES. IT SEEKS ITS WAY DOWN RIVULETS AND VALLEYS TO EVENTUALLY ARRIVE IN LOW LYING STREAMS AND LAKES. AND SINCE IT PROCEEDS TO THE SEAS, THE STORY OF MERCURY IS A ONE WAY STREET. IT CANNOT RISE UP AGAIN. IT IS HEAVY, LIQUID AND FLOWS FROM HIGH PLACES DOWN TO LOWER PLACES. MERCURY POLLUTION, IS THEREFORE, A ONE WAY THING. IF IT IS A POLLUTANT, YOU MAY BE HIT BY IT ONCE, BUT UNLIKE THINGS TO WHICH WE ARE EXPOSED AND WITH WHICH WE ARE AFFLICTED DAY IN AND DAY OUT; THE HOT AIR OF THE MEDIA, PARTICULARLY THE C.B.C. MEDIA, THE POLLUTANTS WITH WHICH THEY EXPOSE TO US, WHEN THEY BECOME HEATED AND RISE UP AND AFFLICT OUR NOSTRILS AND HAVING REACHED THE HIGH SKY, BECOME COOLED, CONDENSED AND FALL DOWN AND AFFLICT US AGAIN, THEN BECOME OVERHEATED AND OVER AND OVER AND OVER. HOT AIR IS MUCH MORE DAMAGING THAN MERCURY. WERE THE MEDIA CONSCIENTIOUS ABOUT EXPLAINING TO THE VOTING ELECTORATE OF THIS COUNTRY AND THIS PROVINCE AND THIS AREA, THE EVILS OF MERCURY; THEY WOULD HAVE GONE OUT OF THEIR WAY TO RESEARCH THE OTHER AREAS OF POLLUTION WHICH AFFLICT OUR PEOPLE GREATLY. HAVING PRACTICED HERE THREE YEARS, I HAVE YET TO SEE A CASE A MERCURY DAMAGE TO A HUMAN BEING, THAT IS TO SAY MINAMATA DISEASE. A RESPONSIBLE MEDIA, AN INVESTIGATIVE ONE, RATHER THAN A SENSATIONALISTIC ONE,

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MIGHT HAVE EXPLAINED THE PROLONGED LATENT PERIOD BETWEEN FIRST EXPOSURES AND THE DEVELOPMENT OF DISEASE IN THE END OF THE FOOD CHAIN, A PERIOD OF SOME 1 TO 2 DECADES. THEY MIGHT HAVE MENTIONED, THAT, MERCURY AS AN ELEMENT MAY BE FOUND IN ALL THE FISH OF THE HIGH SEAS AS A CALCIUM, BUT THAT IN THIS STATE, IT IS A POLLUTANT HARMLESS TO FISH NOR MAN. HAS IT NOT OCCURED TO YOU THAT A MEDICAL PROFESSION WOULD NOT ENDORSE THE PRESENCE OF A POLLUTANT IN A THERMOMETER WHICH WE PUT IN PEOPLE'S MOUTHS EVERY DAY?

SO CONFUSED IS THE STATE OF REPORTING ABOUT MERCURY, AND THE DIFFERENCE BETWEEN THE PRESENCE OF THE ELEMENT WHICH IS HARMLESS AND ITS SALTS WHICH ARE TOXIC, THAT TO THIS DAY, THERE IS FEDERAL LEGISLATION IN CANADA WHICH DISALLOWS DOMESTIC CONSUMPTION OF ATLANTIC TUNA, BECAUSE THEY CONTAIN ELEMENT OF MERCURY, AND INSTEAD OF USING THIS FISH OURSELVES, WE EXPORT IT TO JAPAN. AN INVESTIGATIVE REPORTER SHOULD HAVE MENTIONED THAT THE MERCURY PROBLEM IS NOT HOPELESS. RESEARCH HAS SHOWN THAT THE PRESENCE OF SELENIUM IN THE ENVIRONMENT AND DIET GREATLY MINIMIZES THE TOXIC EFFECTS OF MERCURY SALTS. OUT OF GOOD IN DEPTH REPORTING COMES A SANE APPROACH TO A PROBLEM RATHER THAN PANIC. THAT IS NOT TO SAY THAT THIS AREA DOES NOT HAVE POLLUTION, IT DOES; BUT IT HAS LITTLE OR NOTHING TO DO WITH MERCURY. ON OUR RESERVES, THERE ARE SCHOOL CHILDREN AND ADOLESCENT CHILDREN AMONG OUR NATIVE AND WHITE GROUPS WHOSE BIGGEST POLLUTANT IS ALCOHOL AND LEAD. ALCOHOL BECAUSE OF EXAMPLE BY THEIR PARENTS AND LEAD BECAUSE OF THE DESPERATION OF THEIR DEPRESSION, THEY SNIFF LEADED GAS. THERE IS A WARD

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IN THE HEALTH SCIENCES CENTRE FILLED WITH NATIVE CHILDREN WHOSE BRAINS HAVE BEEN DAMAGED FOR ALL TIME BY LEAD, NOT MERCURY, BUT LEAD.

NOW, MR. COMMISSIONER, HOW COME ALL OF THESE DISPROPORTIONATE AND MYTHICAL EVENTS AND PORTRAYALS OF EVENTS BY OUR MEDIA EXPERTS COME TO AFFLICT OUR MINDS AND PRAY UPON OUR ANXIETIES AT TIMES OF CRITICAL IMPORTANCE TO OUR SOCIETIES. [THAT QUESTION LEADS ME TO MY NEXT TOPIC, AWAY FROM THE MEDIA AND TOWARDS THOSE WHO WOULD SEEK BY CREATING ANXIETIES, HOSTILITIES, DOUBTS, MISGIVINGS AMONG OUR PEOPLE. NOT SO MUCH AS IT WOULD APPEAR TO MAKE A BETTER PLACE AND A BETTER LIFE FOR US ALL, BUT RATHER MORE TO DIVIDE US AMONG OURSELVES AND THEN OUT OF THE RUINS OF OUR ANXIETIES, HOSTILITIES AND IN FIGHTING TO TAKE OVER POWER UNDER THEMSELVES. THESE PEOPLE ARE THE NEGROES IN OUR WOODPILE AND AS SUCH THEY SHOULD BE EXPOSED AND RECOGNIZED. THEIR INTERESTS ARE ALIEN TO OURS AND IF YOU, MR. COMMISSIONER AND OTHER PEOPLE IN THE SOUTH ARE AS ADEPT AS WE IN THE NORTH AT LOOKING AT GOATS WHO COME TO US IN SHEEPS CLOTHING, I FEEL THAT OUR PRESENT AND OUR FUTURE MAY INDEED YET BE ASSURED.]

IN CONCLUSION, MR. COMMISSIONER AND TO RESUME MY RESUMÉ, LET ME SAY THAT WE OF THE NORTH WELCOME INDUSTRY, SO LONG AS THEY RECOGNIZE THAT FALSE EXPECTATIONS, THE BUILDING OF LARGE INVENTORIES, THE CONSEQUENT LET DOWN AND THE PROSPECT OF POLLUTION MUST FOREVER BE DISALLOWED. AT HEAVY PENALTY AND THAT THE ROLE OF GOVERNMENT IS TO REMAIN COMMUNICATIVE, SENSATIVE, CONSERVATIONISTIC AND RESPONSIBLE AND THAT THE MEDIA, TO SUIT MY GRAIN

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OF THOUGHT, SHOULD BE FAR MORE HARDWORKING, LESS SELF-SEEKING
AND JUST AS MUCH TO BE FINED OR BLAimed FOR A THOUGHT AND
IDEATIONAL POLLUTION AS ANYONE ELSE OR THROWS A CRACKERJACK
BAG OUT OF HIS CAR DOOR.

MAY I SUGGEST, MR. COMMISSIONER, THAT GOVERNMENT FUNDED
TOGETHER WITH INDUSTRY, CONDUCT AN ALL OUT RESEARCH PROGRAM
TO STUDY AND LICK THE MERCURY PROBLEM.

HARRISON C. MAYNARD

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

RED LAKE BOARD OF EDUCATION

PRESENTED AT

EAR FALLS

NOVEMBER 16, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
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PRESENTED AT

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on

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ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT
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No. 81

Royal Commission on the
Northern Environment

This exhibit is produced by

Red Lake Board of Education

this 16 day of Nov 1977

Sgt. [Signature]

SUBMISSION

by the

RED LAKE BOARD OF EDUCATION

to

MR. JUSTICE PATRICK HARTT

EAR FALLS, ONTARIO

NOVEMBER 16th, 1977

RED LAKE BOARD OF EDUCATION

If it is the intent of these preliminary hearings to allow the members of the Commission to obtain an understanding of the concerns and problems of the people of this area, then this submission is presented to outline some particular concerns of the local school board officials.

Development on a scale anticipated by the scope of your task outline will be planned, and largely executed by provincial and federal governmental bodies along with large industries. In the past, when such events have taken place, local political bodies have been informed, after the fact, of the decisions made, without these local bodies, such as the School Board, having been previously informed as to the alternatives being considered.

In the proceedings involved in the development of a resource or the establishment of an industry, the fact that local residents have been elected to positions involving direct accountability to the people, seems to be overlooked. Instead of consultation with a school board, for example, these people are told where the new people will live, and when they are likely to arrive. Likewise, the positioning of plants becomes known after the sod has been turned.

However, when the industry arrives with its construction and work forces, it is the local elected officials who receive the criticism because: the schools have not been built or are in the wrong place; the wrong programs or courses are being offered in the schools; the arrangement for the transportation of students is inadequate; recreational

facilities are non-existent or are inadequate; and so on.

It would seem that elected people at the second and third levels of government, with industry personnel, expect local people to be able to act and produce overnight those facilities required to carry out plans that have taken years to formulate. If the Board of Education is to prepare plans and alternatives which are workable and not shots in the dark, then communication must be initiated at the start of the project and carried on continuously throughout the process. If the School Board is kept aware of the main alternatives being considered for the placement of developmental factors such as plants, subdivisions, and towns, as well as expected numbers of people involved in the work force, then, should something concrete come about, contingencies can have been planned for and can be carried out more quickly.

In a similar vein, legislation and governmental policy, designed and tailored for southern Ontario, often proves a poor fit for the North. A case in point concerns recent legislation changes making taxable, contributions by industry of recreational or other social facilities to local communities. In southern communities, with diverse tax bases, such legislation causes little concern. In one-industry, northern communities, however, it is devastating.

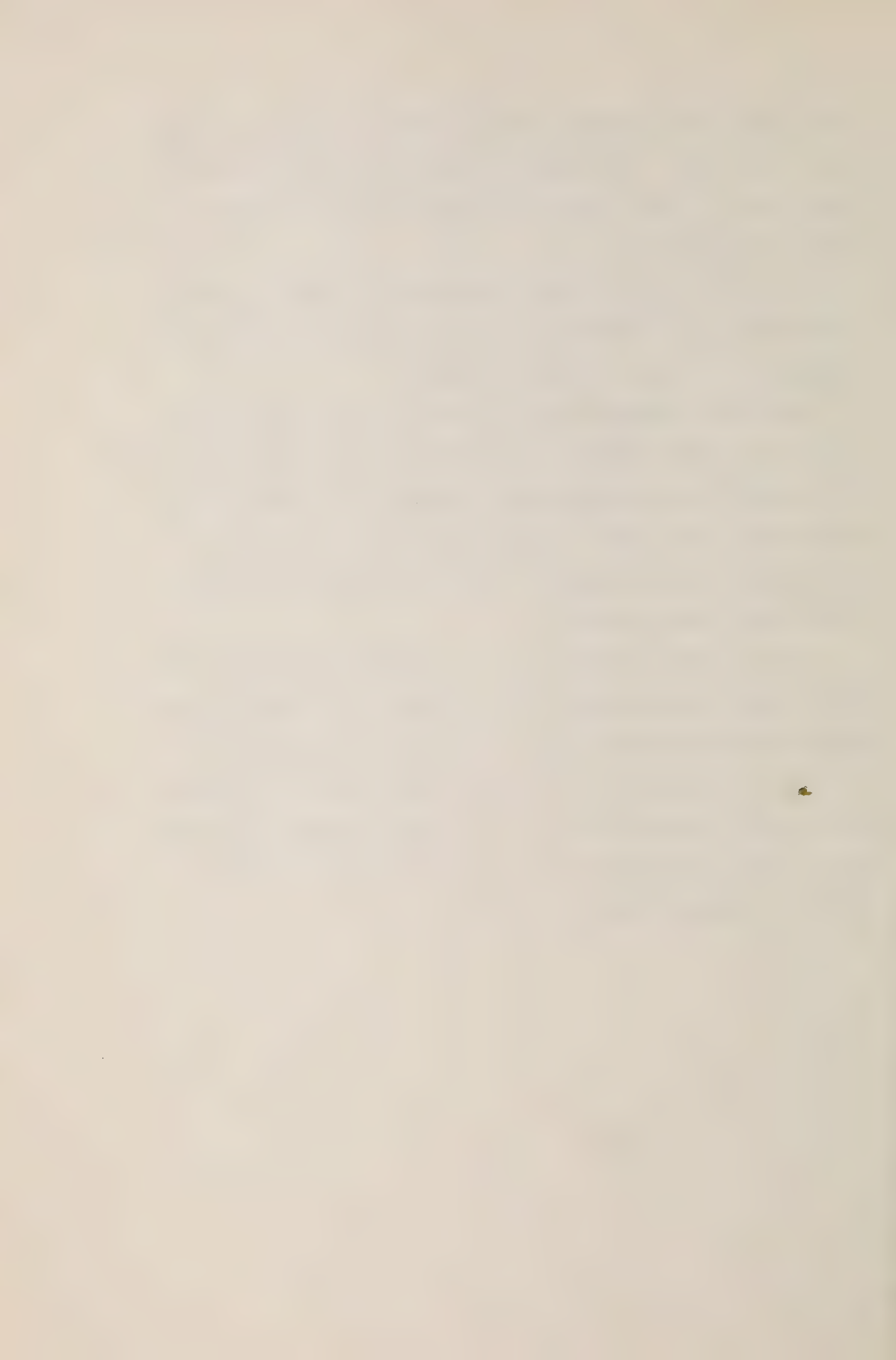
Originally, industry was able to make living in this part of the province more attractive by providing amenities such as arenas and recreation centres for the local residents. This is no longer likely since the incentive is gone. Legislation such as this not only ignores the problems of local school officials in providing a satisfactory environment for the people, but tends to penalize those who live here. In a time of economic restraint, governmental policy regarding education

puts a great deal of pressure on local education authorities in high-cost, remote areas. Such southern shaped thinking hinders northern school boards in their attempts to provide a quality of education available elsewhere.

Should legislation or policy formulation come about as a result of your work, it is imperative that anything affecting the North be investigated with people of the North first.

Before your Commission becomes inundated with the problems and concerns of numerous groups and individuals through the formal hearings next spring, we would ask that you be sensitive to the needs of a smaller group, but a group which must bear the brunt of things not going right on the developmental front - this group is comprised of elected school board officials.

The development of a resource or an industry in areas such as this places strain on educational facilities present. The result of such strain can be an improved educational opportunity for everyone. If this positive result is to be obtained, however, local school boards must be kept informed and involved. The strain, otherwise, can result in the complete disruption of the educational system in the area. Should this happen, children suffer most.



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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

THE CITY OF TIMMINS'
ECONOMIC ADVISORY BOARD

PRESENTED AT

TIMMINS

NOVEMBER 22, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY
THE CITY OF TIMMINS' ECONOMIC ADVISORY BOARD
Timmins, Ontario

PRESENTED AT

TIMMINS, ONTARIO

ON

NOVEMBER 22, 1977

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT
416/965-9286

MANULIFE CENTRE
55 BLOOR STREET WEST
ROOM 801
TORONTO, ONTARIO
M4W 1A5

PRESENTATION TO THE HARTT COMMISSION ON NORTHERN ENVIRONMENT
BY THE CITY OF TIMMINS' ECONOMIC ADVISORY BOARD
TIMMINS, ONTARIO
NOVEMBER 24TH, 1977

No. 82

Royal Commission on the
Northern Environment

This exhibit is produced by

*City of Timmins
Economic Advisory Board*
this 23 day of *Nov* 1977
S. J. [Signature]

THE CITY OF TIMMINS' ECONOMIC ADVISORY BOARD IS
PLEASED TO HAVE THE OPPORTUNITY TO MEET YOU, MR.
JUSTICE HARTT AND YOUR COMMISSION. WE WISH YOU EVERY
SUCCESS IN YOUR DELIBERATIONS.

WE WOULD LIKE TO COMPLIMENT THOSE RESPONSIBLE
FOR APPOINTING MR. BILL FERRIER FROM OUR CITY TO THE
COMMISSION. BILL'S TIRELESS EFFORT AND DEDICATION
TO HIS APPOINTMENT IS CLEARLY REFLECTED IN THE
RESPONSE TO THE HEARINGS IN OUR AREA.

WE WOULD HOPE THAT IN THE ENSUING MONTHS YOU WILL
HAVE THE OPPORTUNITY, ASIDE FROM THE SPECIFIC HEARINGS,
TO SPEND TIME IN THE NORTH IN OUR MUNICIPALITIES TO MEET
WITH OUR PEOPLE FROM ALL SECTORS TO GET A BETTER UNDER-
STANDING OF OUR LIFESTYLE, OUR ASPIRATIONS FOR THE
FUTURE, AND OUR PROBLEMS.

WE ARE FOLLOWING VERY CLOSELY THE SUBMISSIONS
PRESENTED AT THE VARIOUS HEARINGS AS REPORTED BY THE
MEDIA. WE HOPE THAT THIS MATERIAL WILL BE MADE
AVAILABLE TO US AT THE CONCLUSION OF THE PRELIMINARY
HEARINGS.

WE CERTAINLY AGREE WITH YOUR COMMENTS MADE IN RED
LAKE THAT THE COMMISSION HAS DEFINITELY MADE PEOPLE
THINK ABOUT DEVELOPMENT AND ITS EFFECT AND WILL SERVE AS
AN EDUCATIONAL PROCESS TO ALL ONTARIO RESIDENTS -
NORTHERNERS INCLUDED.

ALTHOUGH YOU ARE SURE TO HEAR MANY CONFLICTING
OPINIONS IN THE PRESENTATIONS MADE HERE TODAY,
ACCORDING TO SPECIFIC NEEDS AND INTERESTS, WE WOULD
HOPE THAT A PAROCHIAL APPROACH TO THE QUESTION WILL NOT
INSPIRE NEGATIVE AND DESTRUCTIVE VIEWPOINTS THAT MAY
HARM THE FUTURE DEVELOPMENT OF NORTHERN ONTARIO.

ANY FUTURE DEVELOPMENT STRATEGY PLANNED FOR THE
REGION BEYOND THE 50TH PARALLEL IS OF THE UTMOST
IMPORTANCE TO THE CITY OF TIMMINS.

TIMMINS' PAST:

SOMEWHERE, SOMETIME, PROBABLY SOME 80 YEARS OR SO AGO, A CONCERNED GROUP OF PEOPLE WERE DEBATING THE FUTURE POSSIBILITIES OF DEVELOPING NORTHERN ONTARIO BEYOND THE 45TH PARALLEL.

THE OBJECTIVE?

TO DEVELOPE THE POTENTIAL AGRICULTURAL, LUMBERING AND MINING INDUSTRIES TO CREATE NEW JOB OPPORTUNITIES FOR INDIVIDUALS AND NEW WEALTH FOR THE COUNTRY.

THE STRATEGY?

A NEW RAILROAD NORTH.

THE RESULTS?

THE GREAT COBALT DISCOVERY WHICH PROVIDED A SPRINGBOARD FOR FURTHER EXPLORATION NORTHWARD - EXPLORATION WHICH WAS TO HAVE ITS REWARD - THE ESTABLISHMENT OF THE GREATEST GOLD PRODUCING AREA IN THE ENTIRE HEMISPHERE TIMMINS-PORCUPINE.

WAS IT A WORTHWHILE VENTURE?

IT IS FACTUAL HISTORY THAT NORTHERN ONTARIO, THROUGH THE DEVELOPMENT OF ITS NATURAL RESOURCES, HAS CONTRIBUTED GREATLY TO THE CANADIAN ECONOMY AND HAS MADE IT A COUNTRY ENVIED THROUGHOUT THE WORLD. WE THINK THE RESULTS SPEAK FOR THEMSELVES.

TIMMINS, LIKE MOST OF ITS NEIGHBOURING COMMUNITIES FROM GEORGIAN BAY TO HUDSON BAY, WAS DEVELOPED BY MINING AND LUMBERING IT LIVES BY MINING AND LUMBERING AND IT WILL DIE WITHOUT THEM.

MINING AND LUMBERING COMPANIES WILL HAVE TO BE GIVEN THE OPPORTUNITY TO MAKE PROFITS TO BE CONVERTED INTO PROGRAMS OF EXPANSION, EXPLORATION AND DEVELOPMENT TO SUSTAIN A REASONABLE QUALITY OF LIFE IN NORTHERN ONTARIO.

PRESENT:

THE CITY OF TIMMINS STANDS IN THE HEART OF NORTH-EASTERN ONTARIO, A FOCAL POINT AND URBAN SERVICE CENTRE FOR A VAST REGION OF THE COCHRANE DISTRICT. IT IS THE NORTHERN MOST CITY OF ITS SIZE AND SUBSTANCE IN THE INDUSTRIAL HEART OF ONTARIO; IT IS THE JUMPING-OFF POINT TO PRIMITIVE AND UNTOUCHED LANDS THAT EXTEND

HUNDREDS OF MILES NORTH TO MOOSONEE AND THE JAMES BAY AND HUDSON BAY REGIONS.

THE POPULATION IS 44,815 (1977). THE RACIAL ORIGIN IS PRIMARILY ENGLISH AND FRENCH BUT MOST OTHER ETHNIC GROUPS ARE REPRESENTED IN THE CITY.

MINING AND LUMBERING ARE THE PAST AND PRESENT BASES OF PROSPERITY. GOLD IS THE HISTORIC REASON FOR THE CITY'S GROWTH. SEVERAL LARGE PRODUCERS SUCH AS THE HOLLINGER GOLD MINES LIMITED HAVE CLOSED THEIR OPERATIONS OVER THE YEARS. BUT SUCH COMPANIES AS NORANDA MINES LIMITED (FOUR OPERATING PROPERTIES) AND THE DOME MINES LIMITED STILL PRODUCE THE PRECIOUS METAL IN QUANTITIES. WITH THE CURRENT INCREASES IN THE PRICE OF GOLD ON THE OPEN MARKET, THERE IS AN UNLIMITED POTENTIAL FOR FUTURE DEVELOPMENT IN THIS FIELD IN THE NEAR FUTURE.

TEXASGULF CANADA LIMITED, THE CITY'S LARGEST EMPLOYER (2,229), PRODUCES AND REFINES ZINC, SILVER, LEAD, CADMIUM, COPPER AND IRON. THEY ARE PRESENTLY INVOLVED IN A MULTI-MILLION DOLLAR EXPANSION PROGRAM THAT WILL CREATE SEVERAL HUNDRED NEW JOBS.

GROWING, CUTTING AND PROCESSING OF LUMBER IS A MAJOR OCCUPATION IN THE CITY. MALETTE LUMBER LIMITED, RUDOLPH McCHESNEY LUMBER COMPANY LIMITED AND WAFER-BOARD CORPORATION ARE THE LEADING EMPLOYERS IN THIS SECTOR.

SATELLITE TO MINING AND LUMBERING IS A GROUP OF COMPANIES INVOLVED IN SECONDARY MANUFACTURING, BUILDING, MAINTENANCE AND THE REPAIR OF MINE EQUIPMENT AND GENERAL SERVICE-TYPE INDUSTRIES.

THE FUTURE:

ALL SECTORS OF TIMMINS' ECONOMY, EXCEPT AGRICULTURE, CAN BE EXPECTED TO GROW IN THE NEXT TWO DECADES. THE INCREASE IN MINING EMPLOYMENT AS PREVIOUSLY MENTIONED IS ATTRIBUTABLE TO TEXASGULF'S GROWTH AND STABILITY, THE RISING WORLD PRICE OF GOLD AND OTHER METALS AND THE POTENTIAL FOR ADDITIONAL FINDS AND DEVELOPMENT IN TIMMINS AND TO THE NORTH.

THE GROWTH IN FORESTRY EMPLOYMENT IS ATTRIBUTABLE TO THE STRENGTH, AGGRESSIVENESS AND PLANS OF THE COMPANIES IN THE FIELD COUPLED WITH THE TIMBER RESOURCES IN THE TIMMINS AREA.

THE INCREASE IN GOVERNMENT EMPLOYMENT CONSIDERS THE STRONG GROWTH AND DECENTRALIZATION PATTERNS ESTABLISHED BY SENIOR GOVERNMENTS COUPLED WITH THE DEMANDS PLACED ON TIMMINS AS A HEALTH, EDUCATION, TRANSPORTATION AND ADMINISTRATIVE CENTRE.

THE GROWTH OF TRANSPORTATION, COMMUNICATIONS AND UTILITIES IS EXPECTED TO BE GRADUAL, REFLECTING GROWTH IN OTHER SECTORS OF THE ECONOMY AND TIMMINS' INCREASING ROLE AS A TRANSPORTATION AND MEDIA CENTRE. THIS GROWTH IS CONSISTENT WITH PAST TRENDS.

THE GROWTH IN MANUFACTURING EMPLOYMENT IS A REFLECTION OF THE POTENTIAL WHICH HAS BEEN REALIZED IN TIMMINS OVER THE PAST FIVE YEARS, THROUGH THE EFFORTS OF LOCAL ENTREPRENEURS AND ALL THREE LEVELS OF GOVERNMENT. REALIZATION OF THIS KIND OF GROWTH IN THE FUTURE WILL CALL FOR THE CONTINUATION OF THE EFFORT AND CO-OPERATION WHICH HAS PROVEN EFFECTIVE IN THE PAST.

THE GROWTH IN CONSTRUCTION EMPLOYMENT REFLECTS THE BOUYANCY OF OTHER AREAS OF THE ECONOMY.

EMPLOYMENT IN THE TERTIARY SECTOR AND OTHER ORGANIZATIONS IS EXPECTED TO EXPAND IN RESPONSE TO GROWTH IN THE PRIMARY AND SECONDARY AREAS OF THE ECONOMY.

MISCONCEPTIONS:

NORTHERN ONTARIO IS OFTEN CONFUSED WITH THE "FAR NORTH" AND THE IMAGE IS SOMETIMES ONE OF A COLLECTION OF IGLOOS AND ICE, TREELESS PLAINS OF HARD SNOW AND HOWLING WINDS.

MANY CANADIANS FAIL TO REALIZE THAT THE GREATER PART OF NORTHERN ONTARIO IS GREEN AND HABITABLE. WELL DEVELOPED COMMUNITIES PROVIDE AMMENITIES EQUIVALENT OR SUPERIOR TO OTHER PARTS OF OUR COUNTRY.

THE LACK OF PROPER EDUCATION AND PROMOTION HAS SLOWED THE NORMAL PROCESS OF DEVELOPMENT.

VERY LITTLE FOCUS HAS BEEN PLACED BY CANADIANS ON OUR NORTH'S TRUE DEVELOPMENT POTENTIAL. OTHER COUNTRIES AND INVESTORS HAVE A CLEARER PICTURE OF THE POTENTIAL THAN WE DO. WE OFTEN LOOK SOUTH FOR ECONOMIC SURVIVAL WITH OUR BACKS TURNED TO THE NORTH. WE MIGHT BE AWAKENED TOO LATE TO THE POTENTIAL OF OUR LAND.

CANADA'S GROWTH:

CANADA'S POPULATION IS EXPECTED TO GROW DRAMATICALLY IN THE NEXT CENTURY - A DOUBLING IN THE POPULATION IS FORECASTED. WILL THE GROWTH ALL BE CHanneled TO BIG CITIES IN THE SOUTH?

MANY WILL SEEK AN ALTERNATIVE TO ESCAPE THE CLOSENESS OF HIGHRISE APARTMENTS, THE DIN AND SMELL OF HEAVY TRAFFIC AND CONGESTION.

ALTHOUGH THE AREA'S NATURAL RESOURCES WOULD LOGICALLY FORM THE PRIME REASON FOR ITS DEVELOPMENT, A SECOND OBJECTIVE WOULD BE THE PROVISION OF AN ATTRACTIVE ENVIRONMENT AS AN ALTERNATIVE TO THE URBAN SPRAWLS DEVELOPING IN THE SOUTH. WITH IMPROVED COMMUNICATIONS, TRANSPORTATION, EDUCATION, RECREATION AND JOB OPPORTUNITIES, MORE PEOPLE WILL BE ENTICED INTO THE NORTH AND WILL FIND LIFE VERY ENJOYABLE.

THE NORTH'S DEVELOPMENT:

WE FEEL THE IMPORTANT QUESTION HERE TODAY IS NOT WILL THE NORTH BE DEVELOPED BUT HOW WILL THE NORTH BE DEVELOPED.

WE ARE FACED WITH ALTERNATIVES A LONG-RANGE, WELL PLANNED STRATEGY FOR DEVELOPMENT OF THE NORTH OR DEVELOPMENT IN A PIECEMEAL, RANDOM AND HAPHAZARD MANNER WHICH HAS CHARACTERIZED THE GROWTH OF BOTH THE NORTH AND SOUTH IN THE PAST.

WE HAVE THE UNIQUE OPPORTUNITY TO START ALMOST FROM SCRATCH IT SHOULD BE CONDUCTED IN A FASHION THAT WILL BE BENEFICIAL TO NORTHERNERS AND CANADIANS AS A WHOLE. PLANNING IS THE KEY.

WE MUST, IN OUR PLANNING SCHEME, BUILD IN DEVICES WHICH WILL NOT ONLY EMPLOY THE RESIDENTS ALREADY LIVING IN THE NORTH, BUT MOREOVER, MAKE THEM PARTNERS IN THE PLANNING PROCESS AND IN THE DEVELOPMENT.

IT IS EVIDENT THAT MOST PEOPLE LIVING BEYOND THE 50TH PARALLEL NOW LIVE UNDER SEVERE CONDITIONS. THEY ARE SCATTERED IN SMALL SETTLEMENTS. THESE RESIDENTS OF ONTARIO OFTEN EXIST IN POVERTY, POOR HOUSING, LIMITED HEALTH SERVICES AND WITH LESS THAN SATISFACTORY EDUCATIONAL OPPORTUNITIES. TO FREEZE DEVELOPMENT TOTALLY WILL NOT CHANGE THESE EXISTING CONDITIONS.

THE TRADITIONAL NATIVE ECONOMY HAS BEEN DESCRIBED AS AN ECONOMY THAT COULD SUPPORT ONLY A VERY LIMITED POPULATION AT A VERY PRECARIOUS MARGIN OF SUBSISTENCE. RESOURCE DEVELOPMENT MUST CONSIDER THE NORTHERN ENVIRONMENT AS WELL AS THE QUALITY OF LIFE FOR THOSE WHO WISH TO HUNT, FISH AND TRAP.

THUS, WHILE IT WOULD BE WRONG TO HINDER THIS LIFESTYLE IN THE NORTH, IT WOULD ALSO BE JUST AS WRONG TO DENY OPPORTUNITIES FOR WAGE EMPLOYMENT TO THOSE WHO SEEK IT. AND MANY, PARTICULARLY MEMBERS OF THE YOUNGER GENERATION WHO HAVE HAD EXPOSURE TO FORMAL EDUCATION, WOULD, NO DOUBT, SEEK THE BENEFIT OF A WAGE ECONOMY AS AN ALTERNATIVE TO WELFARE OR THE MARGINAL SUBSISTENCE THAT OFTENS GOES WITH THE TRADITIONAL LIFESTYLE IN THOSE REGIONS.

RESOURCE DEVELOPMENT IS THE BEST AVAILABLE MEANS OF PROMPTLY DEVELOPING AN ADEQUATE WAGE ECONOMY IN THE NORTH. THE CHALLENGE FACING DEVELOPERS IS IN PROVIDING THE NECESSARY TRAINING AND ASSISTANCE SO THAT THE NORTHERN PEOPLE CAN TAKE ADVANTAGE IN THE MOST MEANINGFUL WAY OF THE OPPORTUNITIES THAT WILL RESULT. IT IS A CHALLENGE FACING BOTH INDUSTRY AND GOVERNMENT.

THERE ARE CONCERNS THAT MUST BE MET: CONCERN ABOUT HOW THE RESOURCES WILL BE DEVELOPED.....CONCERN ABOUT ENVIRONMENT PROTECTION.....CONCERN ABOUT WHO WILL BENEFIT AND TO WHAT EXTENT.....AND CONCERN ABOUT THE AMOUNT OF NORTHERN PARTICIPATION IN THE DECISION MAKING PROCESSES THAT WILL ACCOMPANY "NORTHERN" DEVELOPMENT.

IF AN EXTREME, PROHIBITIVE, PROTECTIONIST ATTITUDE HAD BEEN PERMITTED TO PREVAIL IN THE EARLY 1900'S, IT IS MOST UNLIKELY WE WOULD BE ENJOYING TIMMINS AS IT STANDS TODAY.

THANK YOU, MR. CHAIRMAN, FOR THE OPPORTUNITY OF EXPRESSING OUR VIEWS.

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

ONTARIO MINISTRY OF
TREASURY, ECONOMICS
AND INTERGOVERNMENTAL AFFAIRS

PRESENTED AT

TIMMINS

NOVEMBER 23, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

ONTARIO MINISTRY OF TREASURY, ECONOMICS
AND INTERGOVERNMENTAL AFFAIRS
6TH FLOOR, FROST BUILDING SOUTH
QUEEN'S PARK, TORONTO, ONTARIO
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PRESENTED AT

TIMMINS

ON

NOVEMBER 23, 1977

ROYAL COMMISSION
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No. 83

Royal Commission on the
Northern Environment
This exhibit is produced by

J. E. J. G. A.
this 23 day of Nov 1977
Squima

TEIGA

SUBMISSION TO THE ROYAL COMMISSION

ON THE NORTHERN ENVIRONMENT

November, 1977

TEIGA
SUBMISSION TO THE ROYAL COMMISSION
ON THE NORTHERN ENVIRONMENT

November, 1977

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Summary

This submission has been prepared in response to a request from the Royal Commission on the Northern Environment asking that TEIGA outline its role and function in the area north of the 50th parallel. The submission also highlights a number of issues and problems that TEIGA perceives as particularly relevant to the Commission's deliberations.

The North of 50 area has experienced relatively little development to date. Some mining and forestry activities are underway in the more southerly portions of the area, but beyond these activities, the region under study has remained much as it was a century ago. The area's population level in 1971 was approximately 21,000 of which well over half were status and non-status Indians and Metis.* North of 50, there are seven municipalities.** These organized municipalities contain approximately fifty percent of the area's population; the remaining residents live in unorganized settlements or on Indian Reserves.

The limited amount of development to date does not imply that the North of 50 area can or should be considered in isolation from the rest of Ontario. Indeed, current forestry and mining activities in the area are closely related to the economic base of a number of northern communities lying south of the 50th parallel. This interdependency extends to the rest of the province as well, and it is very conceivable, that in the future, developments in the North of 50 area will

. . . /

* The 1971 census represents the most recent finalized population data for the region. Work is currently proceeding on tabulating the 1976 census material, and TEIGA's Statistical Services Division has the capacity to undertake detailed demographic analyses and forecasts, as required.

** Six municipalities in the area are municipalities created under The Municipal Act. In addition, the Moosonee Area Development Board is a municipal-type body that was created under special legislation.

have a significant effect on the economic well-being of Ontario as a whole. It is obvious, therefore, that development potentials and issues in the remote north must be examined in light of the total needs of the province and its economy.

The Ministry of Treasury, Economics and Intergovernmental Affairs suggests that the Royal Commission on the Northern Environment view development in the area north of 50 from a positive perspective, and hopes that it will explore methods for facilitating the area's future development potential to the benefit of the people of the region and the province as a whole.

Among the development issues that may hold particular interest for the Commission are:

- . Economic Prospects - Economic development in the area will be dependent on resource development, with perhaps minor assistance from related manufacturing activity and some tourism. While the issues and problems related to the natural resource industry are well known, it might also be pointed out that reliance on these activities can bring significant benefits to local communities as well.
- . Polar Gas - The case for a natural gas pipeline through Northern Ontario to bring Arctic gas to southern markets is expected to be presented shortly by the Polar Gas consortium. This pipeline could involve major issues in connection with native claims and related issues.
- . Development and Organization of Townsites - As a general policy, the province has favoured serving new resource developments from existing established communities, whenever practicable. It is recognized, however, that some future developments, particularly

in the North of 50 area, could be too far removed from existing settlements to be adequately serviced by them. New townsites may be required. In both financial and organizational terms, the townsite issue is a major one in the North.

. Disentanglement of Federal and Provincial Responsibilities -

An aim of Ontario is the disentanglement of federal and provincial responsibilities on many fronts, including the delivery of services so that these may be provided in the most effective manner. The duplication or overlap of some public services by the two levels of government has had the effect of blurring and confusing the responsibilities and autonomy of each level, with a resulting loss in responsiveness, efficiency and accountability. In Northern Ontario in general (as well as North of 50), a major area where responsibilities have become entangled is in the provision of services to status Indians.

The federal government's responsibility for services to status Indians is firmly established in the constitution and by convention. In fulfilling this responsibility, however, it may prove appropriate in some instances for the federal government to purchase these services from Ontario.

. Impact of the Regulatory Framework -

If the development potential of the North of 50 area is to be fully realized for the benefit of both the residents of the remote north and the Province, then a special focus must be placed on the need to create an atmosphere of investor confidence by minimizing administrative uncertainty. That is, to

enhance development, efforts are required to clarify "the rules of the game" for future investment in the north.

The Ministry of Treasury, Economics and Intergovernmental Affairs welcomes this opportunity to present some initial thoughts to the Commission, and looks forward to further contact with the Commission as its deliberations proceed.

TEIGA SUBMISSION TO THE ROYAL COMMISSION
ON THE NORTHERN ENVIRONMENT

I. Introduction to the North of 50 Area

The Terms of Reference for the Commission say that attention should be addressed to those enterprises and undertakings lying "north or generally north of the 50th parallel of north latitude." This area of Ontario (often referred to as the "remote north") encompasses a vast, sparsely populated expanse of land and water. It has experienced relatively little development to date.

The area is inhabited by approximately 21,000 persons (1971 census), most of whom are registered Indians, non-status Indians and Metis. This population is concentrated mainly in widely scattered villages or settlements along the Hudson and James Bay coasts and on larger inland lakes and rivers. (There are seven organized municipalities in the area.) Ground access to the region from centres in the mid-North is provided by the Ontario Northland Railway to Moosonee, Highway 599 to Pickle Lake and Highway 105 to Red Lake. Access by air is more comprehensive and a vital link to most remote communities.

In general terms, the physical environment of the remote north is harsh. In addition, the combination of such factors as slower rate of vegetation growth, extreme climatic conditions and permafrost have resulted in a sensitive ecological balance that may be less adaptable to change than areas further to the south.

Forestry is under way to some extent, with licenses in the North of 50 area (mainly in Kenora district) contributing some 11 per cent of the annual provincial

allowable cut. In addition, four mineral producing centres (Red Lake - gold; Bruce Lake - iron; Confederation Lake - base metals; and Pickle Lake - copper) are currently active in the area. But beyond these activities, the North of 50 area has remained much as it was a century ago.

This limited development does not imply that the North of 50 area can or should be considered in isolation from the rest of Ontario. Indeed, current forestry and mining activities in the area are closely related to the economic base of a number of northern communities lying south of the 50th parallel. This interdependency extends to the rest of the province as well, and it is very conceivable, that in the future, developments in the North of 50 area will have a significant effect on the economic well-being of Ontario as a whole. It is obvious, therefore, that development potentials and issues in the remote north must be examined in light of the total needs of the province and its economy.

The Ministry of Treasury, Economics and Intergovernmental Affairs suggests that the Royal Commission on the Northern Environment view development in the area north of 50 from a positive perspective, and hopes that it will explore methods for facilitating the area's future development potential to the benefit of the people of the region and the province as a whole.

The following sections of this submission provide background on the Ministry and its activities relevant to the Commission's study area. Commentary is also provided on a variety of issues that this Ministry feels will be significant to the Commission's deliberations. An appendix containing related background material is also attached to this submission.

II. Ministry Responsibilities

The Ministry of Treasury, Economics and Intergovernmental Affairs resulted from a union in 1972 of the then Departments of Municipal Affairs and Treasury and Economics. The basic objective was to provide for coordinated economic and fiscal planning as it related to provincial matters as well as the federal and local levels of government. Accordingly, the Ministry was given direct operational responsibilities in the areas of fiscal planning and cash management and coordinating responsibility for provincial-local and federal-provincial relations, particularly in questions dealing with organization and finance. It was also given broad responsibilities in the area of economic policy development, which included the development of regional strategies, and, in conjunction with other Ministries and the Policy Fields, general development of economic policies.

The basic responsibilities of the Ministry have remained substantially unchanged since its creation. However, some areas such as community planning and implementation of certain projects have been transferred to other areas of the government. In more specific terms, the Ministry has six areas of operational responsibility (in addition to internal administration), each administered by a division within the Ministry.

1. Fiscal policy: This includes the coordination of the preparation of the provincial budget, and, in particular, the financing of the province's expenditure plan. The second major responsibility in this area includes provincial-local and federal-provincial finance. These responsibilities are administered by the Fiscal Policy Division.
2. Cash Management, Provincial Borrowing and Accounting: This includes management of provincial cash reserves, borrowing, investment and monitoring

of accounting policy for all government ministries (Treasury Division).

3. Economic Policy and Regional Development: This includes the development of broad economic and regional policies for the province and the development of strategies for specific regions. It also includes, in conjunction with other ministries and the Policy Fields, the development of sectoral economic policies (Office of Economic Policy).
4. Local Government: This covers policy with respect to the organization and functions of local governments, and services to and liaison with local governments through field offices and the Municipal Liaison Committee (Local Government Division).
5. Federal-Provincial Affairs: This includes the responsibility for monitoring federal-provincial activities across all ministries and advising on constitutional issues as well as other federal-provincial and interprovincial policies (Intergovernmental Relations Division).
6. Provincial Statistics: The Statistical Services Division is the central provincial agency for the collection and organization of provincial statistics and liaison with Statistics Canada.

The chart in the appendix to this submission details the organizational structure of the Ministry.

Given its mandate, the Ministry has involvement with the remote north -- in policy development; policy coordination; and aspects of program delivery (through its relationship

with local government). From this perspective, this submission identifies a number of issues that may hold particular interest for the Commission. These are discussed in a following section.

III. A Note on Design for Development

Before moving to a discussion of these issues, it may be appropriate to focus briefly on the Ontario Government's Design for Development program. This program, which relates both to regional development and local government reform, was initiated in the late 1960's.¹ In general terms the Design for Development concept has provided a framework for regional and economic development in the province as a whole, with particular emphasis on the five economic regions of Ontario, and a framework for the restructuring of local government in certain areas of the province. It is beyond the scope of this document to outline, in detail, the history and current status of this program. Indeed, it is somewhat misleading to think of Design for Development as "a program". Rather, it is a series of concepts and initiatives which have helped to guide provincial and local development over the past decade.

In the case of the North, the program has been concentrated generally on the creation of economic and social development strategies for Northwestern and Northeastern Ontario. It should be noted that the focus of concentration has been on the more developed regions of the North, those areas generally lying south of the 50th parallel. A detailed strategy for the Northwest was published in 1970 and affirmed as government policy in 1971.²

¹For further background, see the following statements tabled in the Ontario Legislature on the dates shown: Design for Development (April 5, 1966), Design for Development, Phase 2 (Nov. 28, 1968).

²See Design for Development: Northwestern Ontario, Phase 2 - Policy Recommendations (October 13, 1970), and Design for Development: A Policy Statement on the Northwestern Ontario Region (August, 1971).

Over the following six years a number of elements of this strategy were implemented primarily through the development and operation of the Regional Priority Budget. The record in this regard has been documented in a recent publication.³ Currently the strategy for Northwestern Ontario is subject to an extensive review and updating in conjunction with all Ontario ministries and the Northwestern Municipal Advisory Committee. It is anticipated that the new draft strategy will be published by the end of this year.

In Northeastern Ontario, two documents have been published under the Design for Development framework.⁴ Both of these were more general in nature than those developed for Northwestern Ontario, and contained fewer specific development proposals. The most recent document has been subjected to review by a provincial task force which will be reporting to the Advisory Committee on Regional Development. It might also be noted that the Northeastern Ontario has been cited for increased attention (along with Eastern Ontario) under the province's Regional Priority Budget.⁵

Finally, it might be noted that responsibility for the northern part of the Regional Priority Budget has recently been transferred to the Ministry of Northern Affairs, along with responsibility for the northern Municipal Advisory Committees.

³ Design for Development: Northwestern Ontario: Initiatives and Achievements (September 1977), attached as an appendix to this submission.

⁴ See Design for Development: Northeastern Ontario Region, Phase 1: Analysis (January, 1971) and Design for Development: Northeastern Ontario Proposed Strategy, (March, 1976).

⁵ See Statement to the Legislature by the Honourable W. Darcy McKeough on Tabling the Ontario Regional Priority Budget: 1977-78 (December 15, 1976).

IV. Development Issues

1. Prospects for Industrial Diversification

Although it is recognized that the determination of even the natural resource development potential of the remote north is only in its infancy, it may be appropriate to present a realistic assessment of the industrial diversification potential of the Commission's study area.

Given an expected slower rate of new plant construction in the next two decades for the province as a whole, it is clear that for the area north of 50, the prospects for any significant manufacturing activity lie far in the future. Economic development in this area will clearly be dependent on resource development, with minor potential assistance from tourist activity.

The current round of multilateral trade negotiations under way in Geneva is, like previous rounds, aimed at a further liberalization of international trade. While it is difficult to predict the final outcome of these negotiations, Northern Ontario's orientation to the resources sector could lead to gains in income and possibly employment with foreign tariff reductions. For the area north of 50, it should be clear that the GATT will have a marginally positive impact on the prospects of resource extractive industries, but could lessen the already limited prospects for major gains in secondary manufacturing, particularly in activities which are unrelated to the resource base.

It is useful to highlight some of the implications of a local economy founded almost entirely on resource development since they represent the longer term problems facing the northern economy. The major

implications are -

- . Exposure to Cyclical Instability:

The economic performance of the primary sector is volatile, reflecting the sensitivity to world markets. Recent weaknesses in nickel metal markets highlight the vulnerability of resource-based employment to shifts in international supply and demand conditions.

- . Capital Requirements and Job Creation:

Resource related development is subject to increasing scale requirements. Indeed, capital requirements, expressed in terms of the cost per job highlight the enormous costs of creating employment, particularly in primary mining activities. A recent survey of Northern Ontario resource firms indicated that the private sector capital outlay required to generate one new position in the primary metals industry would amount to over one-quarter million dollars, while the average expenditure per job in pulp and paper operations would exceed \$300,000. These compare with an estimated capital outlay of \$75,000 for a new manufacturing job.

- . Occupational Variety:

The inevitable capital intensive nature of resource-related economic development will tend to limit the growth in direct employment. Moreover, the tendency of such development to divide the labour force into well paid highly skilled (often imported) personnel and unskilled, underemployed groups would have the danger of being perpetuated unless specific efforts were directed at ensuring training and job availability for local residents.

. Exposure to Energy Supply and Cost Problems:

A distinct characteristic of resource industries is their energy intensity. Pulp and paper, sawmill, and smelting and refining operations require huge amounts of fuel oil, gasoline, coal, natural gas and electricity per worker for their viability. In some instances, the industries use up to 50 times more energy per worker than the average manufacturing worker in Ontario.⁶ The provision of energy in large quantities to the North would therefore require extensive investments in transmission and pipeline facilities.

. Environmental Impact:

In the past, development in some cases took place without a knowledge and an appreciation of environmental consequences. Today, however, standards have been developed to protect the environment and it is recognized that protective measures are required to ensure the long term availability of Ontario's renewable and scarce resources. At the same time, though, it must be recognized that environmental control costs could deter expansion of industry and jobs in the province and the North. Future regulations must be framed with this trade-off in mind.

While these issues and problems related to the natural resource industry are well known, it might also be pointed out that reliance on natural resource industries can bring significant local benefits as well. First, the industries tend to pay relatively higher wages, better than the average wages for the services or manufacturing sector. Second, while employment can be subject to cyclical instability, employment, over the longer term, has demonstrated relatively stable patterns. Too often the manufacturing sector is viewed as the epitome of employment stability when in fact, it may be the small and medium sized

⁶For details on energy utilization by industry, see Consumption of Fuel and Electricity by Ontario Manufacturing Industries (Ministry of Treasury, Economics and Intergovernmental Affairs; August 1977).

manufacturing operations that are subject to much higher risks in terms of long run employment prospects. The fact is that as long as Ontario's natural resource industries can remain reasonably competitive, demand will continue for its products. On the other hand, some manufacturing operations can be permanently crippled by factors such as rapid changes in consumer preferences, technological obsolescence, tariff shifts, changes in the value of currencies and foreign and domestic competition. These facts have been all too vividly demonstrated in the last year or so in Southern Ontario where a significant number of communities have been hard hit by plant layoffs and closures.

2. Polar Gas

The National Energy Board will soon be examining closely the prospects of moving natural gas from polar regions by tanker or by pipeline. The question of the pipeline proposal presents a particularly relevant example of the inter-dependency between the North of 50 area and the province as a whole. The case for a pipeline through Northern Ontario is expected to be presented shortly by the Polar Gas consortium to the NEB. Various routes proposed would pass through the North of 50 area and this could involve major issues in connection with native claims and benefits. It is suggested that the Commission will provide important inputs into the process of resolving some of these issues and, in fact, this could be one of the central activities of the Royal Commission.

At this stage it appears that without natural gas supplies from the high Arctic, Ontario markets would experience increasing tightness by the late 1980's.

3. Provincial Revenues from Resource Activities

Given that the backbone of future economic development in the North of 50 area is seen as the mining- and forestry-related, the Commission may be interested in the provincial tax regime under which these activities operate. In addition to regular corporation taxes, forestry and mining operations face special provisions.

In forestry, private companies are given licenses to harvest the timber from Crown land at a price. Briefly, the charge for the timber is composed of a tenure charge on the productive land under license, plus a stumpage charge, primarily a schedule of charges based on species, quality and quantity of wood cut. In turn, the province assumes the primary responsibility for managing and protecting the forest. In the past the above charges were set on a more or less "ad hoc" basis and, once set, these rates tended to remain in for many years without revision.

The Government intends to introduce amendments to the Crown Timber Act in the near future which will change the system of levying Crown charges. The new system will be designed with two question in mind:

1. What is an appropriate level of charge for the use of Crown timber, and
2. What is the fairest and most efficient method of collecting such timber revenue.

One of the innovations the new system will introduce is that the rates will fluctuate in phase with the cyclical nature of the forest based industry. Therefore, while the Crown charges will be less onerous for the

industry in a down phase, in the long run an adequate level of revenue is assured the province. These revenues will assist the province in financing a level of forest management that will provide the timber for the future.

The Ontario Mining Tax system, as revised in 1974, already recognizes the cyclical nature of the industry. Being profit-based and with graduated rates, it was specifically designed to be responsive to fluctuations in industry profits. This was extremely helpful during the depressed 1975 and 1976 years and enabled companies to maintain production and employment at high levels. Moreover, the mining profits tax has the advantage that it takes into account the expenses of extracting the ore and, consequently it does not discourage the mining of low-grade ore.

Ontario's new mining tax system provides substantial incentive for the further processing of ore in Northern Ontario and encourages the establishment of secondary industry in the North. The processing allowance system was substantially revised and now provides a much higher write-off for refining facilities constructed in Northern Ontario than in the rest of Canada (including Southern Ontario). In addition, a new write-off category was set up for semi-fabricating facilities constructed in Northern Ontario only. No such allowance exists for facilities constructed anywhere else.

Also, Ontario's mining tax and corporate tax systems, in combination with the federal tax system, provide significant incentive for mineral exploration. This major encouragement to explore should have a strong impact on opening up the mineral resources of the North of 50 area.

The Province recognizes the need to continually review its resource tax policies in light of changing market conditions and international competitive pressures. Consequently, TEIGA, in conjunction with the Ministry of Natural Resources, is currently examining the structure of the Mining Tax Act.

4. Local Government Organization

The Ministry of Treasury, Economics and Intergovernmental Affairs is the Ministry responsible for local government. As an appendix to this submission, a note describing current government organization in the North of 50 area has been prepared. In recent years, considerable attention has been paid to local government services in Northern Ontario in general, and the remote north in particular.⁷ This attention has focused on several key issues.

In some areas of the North, a number of municipalities are adjacent (e.g. Kenora area; Dryden area; and Red Lake area). In addition, they are surrounded by unorganized territory, some of which is developed. This situation can produce problems in local service delivery, the implementation of joint plans, and the setting of overall local priorities. It may also encourage unnecessary competition between municipalities and complicate the resolution of common problems.

Local discussions concerning boundary changes have gone on in the past several years in: (i) the Red Lake-Ear Falls area, regarding Madsen and the area between Ear Falls and Red Lake; (ii) the Moosonee area, regarding Moose Factory; and (iii) around Sioux Lookout, where several small annexations have recently been approved by the Ontario Municipal Board.

⁷For a more complete discussion of these matters see Proposals for Improving Opportunities for Local Government Services in Northern Ontario: Background Paper (November 1976) and a separate note providing information on local government North of 50, both of which are attached as appendices to this submission.

The province is willing to undertake local government studies in the North where local councils request them. Studies are under way in the Kenora area, Geraldton, and in the Hearst to Smooth Rock Falls corridor (all just south of 50°). The Red Lake-Ear Falls-Balmertown area might benefit from such a study, but preliminary discussions have not produced local agreement for such an analysis.

Since the early 1970's there has been considerable study of the need for municipal-type organization of presently unorganized small communities. A bill introduced in the legislature in 1974 (Bill 102) proposing "community councils" received first reading only and was discussed at many public meetings in 1974-75. In the end, neither the communities nor the Government supported the proposal sufficiently to merit its implementation and the Bill died on the Order Paper.

Accordingly, small communities (roughly those under 1,000 people) are discouraged from seeking full municipal incorporation, except in a case such as Pickle Lake where expansion occurred and local control of services was desirable. It was concluded that full municipal incorporation would be too elaborate for very small populations.

The Isolated Communities Assistance Fund (ICAF) was established in early 1977 to provide fire protection and water services to unorganized communities -- the two municipal-type essential services not available through local boards or existing provincial programs. This Fund is administered by the Ministry of Northern Affairs. Many communities north of 50° (excluding Indian Bands and Indian Settlements) are considered eligible under the ICAF criteria.

5. Northern Development and Municipal Finance

As noted above, at present there are only seven organized municipalities north of the 50th parallel. The extent of municipal finance issues in the Commission's study area is thus restricted, although the few organized communities that are in existence in the area reflect the issues that are generic to nearly all northern resource-base municipalities.

The issues most often raised by people from Northern Ontario regarding municipal finance centre on the availability and cost of certain public services that are usually provided by municipalities. They argue that because of the high cost of construction and maintenance in the North, it is virtually impossible to provide the same range of services as similar communities in Southern Ontario at comparable property taxes levels. At the same time, they argue that because of their isolation, many relatively small communities generally should have a broader range of municipal services than comparable municipalities in Southern Ontario.

A related issue for Northern Ontario municipalities has been their inability to finance their own services using methods generally available to municipalities in the South, namely, the availability of funds for long-term borrowing and the nature of the tax base for municipalities. In some cases, lenders are simply unwilling to make long-term loans in the North. Much of the real property owned by industries in the North is not taxable by the municipalities thus giving them a lower tax base compared to southern municipalities.

The relationship between the availability of services, including the cost to users or property taxpayers, and development is well known; the lack of services or their high cost makes it difficult for such communities to attract and retain people even when jobs are available. In brief, the issues concerning municipal finance can be reduced to who should pay for various services northern municipalities require. Generally there are different opinions about the distribution of these costs among the residents of Northern Ontario, their industries, businesses and the senior levels of government, particularly the province.

TEIGA plays a role in municipal finance in the North of 50 area. The Ministry develops policies and makes payments under a number of grant programs, and some of these contain special provisions in recognition of the unique needs of northern municipalities.⁸

The Ministry is also responsible for a comprehensive property tax reform program which may affect who pays and how much for various municipal services in Northern Ontario. Also, a provincial-municipal committee reviewing all provincial grants or transfers to local government with TEIGA as the lead Ministry, has just tabled a report containing recommendations for many changes to the present grant structure.

⁸ For details see the TEIGA publication Provincial Assistance to Municipalities, Boards and Commissions (July, 1977) attached as an appendix to this submission.

6. Priority Spending in the North of 50 Area

Partly in recognition of the particular community infrastructure financing difficulties in the remote north, the Regional Priority Budget was introduced in 1973. This Budget provides financing for projects with a high regional significance or urgency, over and above the normal ministerial budgets.

Over the past five years (including the 1977-78 proposals) over \$20 million has been allocated to projects directly affecting the residents of the North of 50 area. Some of these projects⁹ have been jointly funded by the federal Department of Regional Economic Expansion. Included have been: transportation improvements (e.g. Highway 599 construction; remote airstrip construction) resource inventories and management projects; remote community electrification programs; water and sewer developments (e.g. Ear Falls; Red Lake; Attawapiskat); and innovative social programs such as life skills training courses.

As noted earlier, the Ministry of Northern Affairs is now responsible for the northern component of the Regional Priority Budget. The Ontario Treasury will continue to be responsible for coordinating activities with the federal Department of Regional Economic Expansion; thus, all three groups will be working together to develop regional expenditure priorities. While it is impossible at this stage to be completely specific about the nature of future programs, some new initiatives are actively under consideration at the moment. These include program options geared to the priorities of forest regeneration, northern lifestyle, mining and tourist development.

⁹ For a more complete description of the Budget, see Investing in Our Future: Ontario's Regional Priority Budget 1973-1978, attached as an appendix to this submission.

7. Development and Organization of Townsites

Many of the issues noted earlier in the discussion of municipal organization and finance are highlighted when one examines new townsites. As a general policy, the province has favoured serving new resource developments from existing established communities, whenever practicable. It is recognized, however, that some future developments, particularly in the North of 50 area, could be too far removed from existing settlements to be adequately serviced by them. New townsites may be required.

In both financial and organizational terms, the townsite issue is a major one in the North. In the past, new resource-based operations, including mines, woodland operations and mills, have been developed at considerable distances from existing permanent communities. In each case, different programs and arrangements have been developed on such issues as cost-sharing with companies, commuting arrangements, and housing. This flexibility is likely to continue.

Another important issue involves the type and future provision of municipal services in older unorganized townsites whose resource base is depleted. Many of the present unorganized communities North of 50 are places whose major employer -- railway, mine, mill, defence -- is no longer present but whose residents are not willing or able to relocate elsewhere. Thus, the question of northern lifestyle and the role of townsites could be a topic of major interest for the Commission.

8. The Effects of Future Technological Change

When examining the settlement implications of future development North of 50, the potential influence of changing technology should be kept in mind. Future technological breakthroughs in housing and community design, and in transportation systems and their resultant commuting arrangements could drastically alter the issues relating to resource townsites.

Moreover, changing technology could alter the basic economics of the resource base itself. New processes could render some present commodities less valuable, could make present marginal resources economic, and could yield markets for products yet to be discovered in the remote north.

The fundamental implication of this changing technological state is that development policies and processes must be flexible and adaptable to constant adjustment. This need for flexibility must be balanced with the need to create an atmosphere of investor confidence through minimizing administrative and regulatory uncertainty. Governmental administration relating to the North of 50 area, and the province as a whole, must be better streamlined.

9. The Disentanglement of Federal and Provincial Responsibilities

A key aspect of ensuring efficient and effective governmental activities relates to the clarification of jurisdictional responsibilities.

An aim of Ontario is the disentanglement of federal and provincial responsibilities on many fronts including the delivery of services in the remote north so that these services may be provided in the most effective manner. The duplication or overlap of some public services by the two levels of government has had the effect of blurring and confusing the responsibilities and autonomy of each level, with a resulting loss in responsiveness, efficiency and accountability. The purpose of disentanglement is to enable a distinction between and separation of the roles and responsibilities of the two levels of government so that each can carry them out sensitively and economically.

In Northern Ontario in general (as well as North of 50), a major area where responsibilities have become entangled is in the provision of services to status Indians. Often where provincial assistance to status Indians has been made available, the federal provision of such services has been correspondingly reduced and the Province has been left to fill the gap. As a result, the distinction between the federal responsibility for services to status Indians and the Province's responsibility for services to non-status Indians and Metis has become confused. For example, at present the federal government pays 100 per cent of the cost of homes for the aged on Reserves, the provincial government pays 100 per cent of cost of OHIP premium assistance for status Indians while the costs of general welfare assistance are shared by both levels of government with the federal government picking up the larger share.

The federal government's responsibility for services to status Indians is firmly established in the constitution and by convention. Should Ottawa wish the Province to provide necessary services, such as education, (and in many cases this would make sense), the most appropriate arrangement might be for the federal government to purchase them.

10. Impact of the Regulatory Framework

Jurisdictional complications all too often lead to a confused and inefficient regulatory environment which impedes beneficial development. Similar regulatory impediments can occur even without jurisdictional splits.

The Commission has identified as part of its mandate the task of suggesting ways and means of assessing and deciding on environmental aspects of major enterprises. This task is of particular importance.

If the development potential of the North of 50 area is to be fully realized for the benefit of both the residents of the remote north and the Province, then a special focus must be placed on the need to create an atmosphere of investor confidence by minimizing administrative uncertainty. That is, to enhance development, efforts are required to clarify "the rules of the game" for future investment in the north.

PROPOSALS for IMPROVING OPPORTUNITIES
for
LOCAL GOVERNMENT SERVICES
in
NORTHERN ONTARIO

BACKGROUND PAPER



Ontario

Ministry of Treasury, Economics
and Intergovernmental Affairs

November 1976

BACKGROUND PAPER

PROPOSALS FOR IMPROVING
OPPORTUNITIES FOR LOCAL GOVERNMENT
SERVICES IN NORTHERN ONTARIO

Prepared by: Ministry of Treasury, Economics and
Intergovernmental Affairs

November, 1976

INTRODUCTION

This paper has been prepared for discussion and consideration by people interested in local government in the North. While the Provincial Government has announced policies dealing with the main proposals in the paper, it is hoped that the alternatives and appendices contained herein will provide a focus for discussion.

It outlines some problems in the present local government system in the North and proposes some possible approaches to achieving improvements. It suggests that the discussion of improved methods of decision-making and service delivery should focus on the following separate geographical situations:

- (1) Single large municipalities or a series of inter-related urban centres and adjacent territory, including rural townships and unorganized territory.
- (2) Small, isolated communities, presently unorganized and too small to be effective municipal units and those sparsely settled areas that are beyond present or likely future municipally organized territory.

Provincial support of consolidation studies is proposed for the first category. In the remaining territory, traditional municipal approaches to local servicing problems are not recommended.

It is suggested that an Isolated Communities Assistance Fund be established to fund local services and solve immediate problems in these latter areas. It would be administered and controlled by the Minister of Natural Resources, who would be empowered to disburse it through organized groups, individuals or Provincial agencies to solve local servicing problems, in the absence of a municipal authority.

The paper also outlines features of the Provincial administrative network in the North.

Ministry of Treasury, Economics
and Intergovernmental Affairs.

November, 1976

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PROPOSALS FOR IMPROVING OPPORTUNITIES FOR

LOCAL GOVERNMENT SERVICES IN

NORTHERN ONTARIO

BACKGROUND

Ontario's Northland historically has provided puzzling difficulties to those who would attempt to govern it. In recent years, as demands for better government services, better access to government and more local decision-making increased, a number of studies, commissions and committees examined the difficulties of developing a coherent approach to systems of government for Northern Ontario.

The Ontario Committee on Taxation and its follow-up, The White Committee, The Lakehead Local Government Review and The Inter-departmental Committee on Government at the District Level in Northern Ontario, among others, agreed that both the system of local government and the role of the provincial government in the North require special attention.

Improving the structure of government alone will not solve the North's problems. In many areas the rugged topography, extreme climate, lack of employment opportunities, sparse and static population, boom or bust economies and dearth of resources combine to make some problems beyond reach. However, there are a great many areas in the North, where with a more integrated system of decision-making, many of these problems can be confronted.

There are two different classifications of local governmental problems in the North. They differ from one another for the most part in two ways: scale and composition.

- (1) Developed Areas - Single urban municipalities or inter-related groups of centres with related hinterlands.

There are several large communities throughout the North. Some of them have already had substantial improvements in their system of local government -- Timmins, Thunder Bay and Sudbury. Several others exist which require improvements to cope with their problems. North Bay,

Sault Ste Marie and Kenora are faced with a great deal of fringe settlement for miles outside the city centre. Much of the area around these centres has no municipal organization and hence, virtually no enforceable requirements for minimum lot size, building permits, building standards and environmental protection. These and other urban control devices are important in the development of any major urban centre.

Some of these large cities do have organized municipalities on their borders. While this is an improvement over unorganized territory, it too presents problems. The fragmentation of one urban and urbanizing community among several municipal units has resulted in inequitable tax incidence, inconsistent planning, competition for assessment and other problems. The principle has been accepted in the south that these areas must be governed together either in a federation or a single unit. In the North, where there is no county system, where there is insufficient planning and where the Provincial land tax is insufficient to discourage fringe settlement, the need is even more acute.

In several areas of the North, the close proximity of several urban centres presents difficult problems. In Timiskaming District and on the North Channel of Lake Huron inter-municipal competition and problems are present. The Tri-Town area of Timiskaming has in the past been unable to develop a consensus on matters of importance to the whole area. Similarly, as industrial growth affects the North Channel area the ensuing population growth problems may strain inter-municipal co-operation. A superficial comparison with areas in Southern Ontario facing rapid growth suggests that the problems in these two areas could be significant. In Haldimand-Norfolk, Sarnia and Bruce there was a county system to provide some co-ordination -- in Tri-Town and the North Channel there is not. In these southern areas there was some local specialized staff -- many fewer serve the northern areas. The "new" population as a proportion of the established population may be greater in North Channel than in the three areas in the South. The Province and local governments in the area should pay close attention to these and similar areas.

(2) Isolated Communities and Sparsely Settled Areas

After taking into account the regional centres, the local centres and their surrounding areas of dependence, there remains over 90% of the area of Northern Ontario. The vast majority of this land is unpopulated but here and there along roads, railroads and waterways the occasional settlement or house is located. Here residents don't need local government, don't want it and couldn't afford it. Residents of these areas are too few to enable municipal incorporation and are too far from municipalities to receive local services through annexation or special contract arrangements.

There are at least 80 unorganized communities scattered through the North with between 50 and 500 people. Some have one or more special purpose bodies functioning: a school board, local roads board, or community centre board, among others. None has a single elected body with a mandate to speak for the community generally. These communities are and will continue to be dependent on the Province for most or all services.

In recognition of the importance of ensuring that the small communities of the isolated parts of the North have a capacity to express a representative will, the Government introduced, The Northern Communities Act in 1974. Since then, Ministry staff have met with almost 30 communities to discuss the provisions of the bill. Upon reviewing the legislation and the local opinions and discussions it generated, the Ministry has concluded that a sub-municipal organization does not offer economic advantages over the single-purpose but representative efforts of local roads boards, recreation committees, and other existing local bodies. Other approaches are required.

Remote residents of the North do receive some government services: social security, education, bush (not structural) fire protection, land use regulation, policing, justice, agricultural assistance, land taxes and other personal services available to all Provincial residents. Each ministry has its own offices for these areas.

In addition to the lack of a municipal system in these areas to establish local priorities, there is no single Provincial agency to assess overall priorities in small unorganized communities and to provide services directly where there is an urgent need. As the system is presently functioning it is possible that in one community a high priority need would not be met before a lower priority need would be filled by the Province.

Even in times of growth in public sector spending this problem vexed many small communities. Now when funds will not be as available to governments generally this lack becomes even more serious.

Other Provinces have attempted solutions to this problem and some have turned to some degree to the "lead" ministry approach: Saskatchewan to the extent of having most services outside the cities in their North provided directly by a single department and Manitoba providing a co-ordinating Ministry.

WHAT HAS BEEN DONE

The Province has, as has been pointed out, examined these problems facing the North on several occasions. In the past, various approaches to the problems of each of the two kinds of situations have been tried.

Large urban centres have seen legislated amalgamations (Thunder Bay, Timmins), regional government (Sudbury) or Ontario Municipal Board amalgamation and annexation applications (North Bay): all developed to cope with their problems of burgeoning growth. Smaller urban centres have had only the OMB course open to them. Similarly, until very recently the only tool available to the isolated community has been an application to the Ontario Municipal Board for incorporation. In order to provide a less formal measure than full municipal status The Northern Communities Act was proposed. Finally, the Province has periodically adjusted its own administrative structures to provide a more coherent system of government to the residents of the Province's vast Northern expanse.

Ontario faces a period of restraint in its government spending. An area needing an infusion of funds - the North - is not in a position to make the difficult allocative decisions that will be required to make best use of the increasingly scarce funds

that will become available. With the exception of the few areas mentioned above, the communities of Northern Ontario have an inadequate framework through which public priorities can be ascertained and set. They do not have a system which can attain high priority objectives equitably and economically. Many do not have a representative body to voice community concerns and priorities. What complicates a "solution" to the problems of the North are the wide differences and the tendency to want to duplicate services for what in any other scale are uneconomic. This implies tough, allocative choices being made for which a well-developed enunciation of local needs is essential.

It is the objective of this paper to explore the alternatives facing the Provincial government in developing a stronger, more integrated system of decision-making for the North.

THE PROBLEMS

(1) Single and inter-related urban centres and their hinterlands:

Those communities which are large enough to generate considerable fringe growth but are not in close proximity to other large urban centres are listed in Appendix A. In some cases (such as North Bay) there are other urban centres nearby, but they are so much smaller than, and so dependent on, the main centre that they are considered in the context of the primary centre. Appendix A also lists some areas within a number of inter-related urban and rural municipalities.

The population of these communities varies from under one thousand to over 160,000. Obviously the scale of problems faced by such disparate areas varies considerably. However, what these areas have in common are the following characteristics:

- (1) unplanned fringe growth over their borders;
- (2) unserved and largely unserviceable areas near their borders;
- (3) a hinterland with few controls over land use and environmental abuses;

- (4) a hinterland dependent on the central communities for employment, daily commerce and often for social and personal services;
- (5) a hinterland with badly distributed resources and a tax structure which fails to discourage settlement in unorganized areas.

Previous reports and recommendations have argued for the inclusion of each major centre's hinterland with the town or city.

Municipal governments are powerless to place restrictions on persons who, often seeking to benefit from lower taxation and fewer controls, have settled outside established communities. Outside of municipal boundaries, there are few requirements for standard-size lots, building permits and conformance with building and servicing standards. Those controls that can be exercised by the Province under The Public Lands Act, The Planning Act and The Building Code Act are difficult to enforce and not entirely effective. Often the only non-education taxation is the Provincial Land Tax, where low rates bear little relation to real property values and thus are not a disincentive for people to settle in fringe unorganized territory. Also, in fringe settlements title is often confused or resides with the Crown.

Most fringe communities and rural areas -- whether organized or not -- are inseparably linked, economically and socially, with the large municipalities on whose outskirts they are located. Because they are not subject to taxation in the central municipality, their residents do not contribute directly to the community that serves them. The lack of an area-wide governmental and financial structure also precludes the connection of fringe settlements with municipally provided services. This can and does lead to duplication of services and to problems which are expensive to alleviate.

The Planning Act provides a mechanism whereby policies and guidelines can be established to direct development to appropriate locations. Sections 32 and 35 of the Act enable the Ministry of Housing to exercise zoning powers with respect to all land in the Province. By means of zoning orders, standards and requirements may be set which specify the nature of development that is permissible within a given area. In a municipality, permits may then be issued through the local building inspector for development which conforms with these criteria. In unorganized territory, however, no such local administration exists. The provisions of The Planning Act are thus only partially suited to territory without municipal organization, and zoning orders have seen limited long-term use outside of organized municipalities.

In some parts of the North, the unorganized portions of a municipality's area of influence is included with that centre's planning area: examples include the Lakehead Planning Area, the Sioux Lookout Planning Area, and planning areas including unorganized and organized townships around Hearst, Kapuskasing, and Smooth Rock Falls. However, there is no method of local enforcement or priority-setting in the fringe areas because the planning boards are advisory only.

In the areas where several roughly equal-sized municipalities are part of the same economic and physical area, these problems are joined by others. Examples include the North Channel communities (from Espanola to Bruce Mines), the Tri-Town area of Timiskaming District, the Kenora Tri-Municipal Area and the Red Lake-Ear Falls-Balmertown area of Kenora District.

Added to the single urban centre problems of rural dependence and fringe growth are those problems which grow out of their interdependence. These include: competition for growth and industrial assessment; duplication of such services as recreation, hospital, or administration along with an inadequate base individually for separate public works or viable downtowns; the lack of a single jurisdiction to plan and control development of the hinterland around each of the centres; and the difficulty for the Province in identifying area-wide priorities in the midst of conflicting local viewpoints. While special solutions may be needed in each case, the formulation of a strong consolidated municipality seems a realistic model to consider in some of these areas.

Alternatives for single or clustered urban centres and their hinterlands:

In order to correct the difficulties presented by the development taking place outside urban centres in the North, several courses are open.

- (1) Establish a program through which the Province would assist individual municipalities or groups of municipalities wishing to examine their problems and which would lead to changes only after the fullest local consultation.
- (2) Initiate a study of all municipalities followed by legislated amalgamations or annexations as deemed appropriate.
- (3) Maintain the Status Quo.

Pros and Cons

(1) Provincial assistance to areas requesting studies of consolidations (or alternatives):

- Pros:
- a) the program would be inexpensive;
 - b) the importance of local initiative would be respected;
 - c) a standard process could lead to understanding and acceptance locally;
 - d) high priority areas could be concentrated on;
 - e) it could provide innovative alternatives for unique areas;
 - f) it would be a good substitute for the present OMB process, which has a tendency towards the establishment of adversary positions;
 - g) because not all areas would be assisted at once, assistance could be provided largely without expenditure on outside expertise.

- Cons:
- a) some areas with the most urgent problems may not request a study or agree on any course of action;
 - b) in developing boundaries by this approach, some areas between communities may be left out that should be in one or the other community.

(2) Provincially initiated all-municipality study:

- Pros:
- a) it would provide a consistent policy framework;
 - b) by including all areas, full consideration could be given to all problems;
 - c) omnibus legislation could be designed;
 - d) the Province could determine priority areas;
 - e) the "solution" could be in place fairly quickly.

- Cons:
- a) the lack of local initiative would be inappropriate;
 - b) expertise to do so many in-depth studies at once would be difficult to come by;
 - c) it would be expensive;
 - d) by doing all at once there would be no opportunity to learn from one time to the next;
 - e) many of the areas do not have serious problems at the present time.

(3) Maintain Status Quo:

This situation has proven unsatisfactory in the past as described throughout this paper.

RECOMMENDATIONS

The Province should adopt a clear policy in relation to the structure of local government in and around urban centres in the North.

IT IS RECOMMENDED THAT THIS POLICY TAKE THE FORM OF A PROGRAM DESIGNED TO ASSIST NORTHERN MUNICIPALITIES WHICH WISH TO EXAMINE THEIR LOCAL GOVERNMENT AND TO DETERMINE APPROPRIATE CHANGES. EACH STUDY SHOULD HAVE THE FOLLOWING CHARACTERISTICS:

- (a) LOCAL CONSULTATION AND INITIATIVE SHOULD BE FUNDAMENTAL TO THE PROGRAM;
- (b) MINIMAL USE OF OUTSIDE EXPERTISE;
- (c) WHILE COMPREHENSIVE, STUDIES SHOULD BE BRIEF;
- (d) RESULTING CHANGES SHOULD BE EFFECTED BY LEGISLATION AND NOT THROUGH THE OMB;

(2) Unorganized Territory: small isolated communities and sparsely settled areas:

In 1971, there were over 70 unorganized communities in the North with more than 100 inhabitants. Six of these were listed in the Census as having more than 500 residents. In addition, there are at least 50 more with a smaller number of people, but still indentifiable as permanent communities. Most of these are too distant from another municipality to be included in it, too small and poor to afford incorporation, yet in real need of a recognized voice and a method of solving community or servicing problems.

Outside the municipalities and their dependent fringe areas, and outside the identifiable unorganized hamlets, there is a largely uninhabited land of lakes, trees, rocks and muskeg. However, here and there spotted along railroads and highways, at isolated mine sites and logging camps, very small settlements and individual homes are found.

Setting Provincial and Local Priorities:

There are an estimated 50,000 people living in unorganized territory in Northern Ontario. An estimated 20,000 of these people are in large and small hamlets outside the areas that are close to organized municipalities (cities, towns, villages, improvement districts and townships). While remote from large urban centres, they do in fact make use of government and require several government services, particularly in the social service and health field.

Many agencies are often involved with these people. Appendix D provides a listing of the programs and office locations.

Appendix C attached, outlines the approach taken by other Provincial and territorial administrations in their outlying and remote areas. What is apparent from these is that attempts to improve the government of the North have usually resulted in developing co-ordinating devices. In view of the experience of several other jurisdictions in Canada, this Province should investigate the possibility of co-ordinating the Provincial local presence in the North outside the municipal areas, from both a funding and a program point of view.

Northern Communities Legislation:

In 1974, The Northern Communities Act was introduced to allow small areas a representative system by which to make their needs known. The decision was made to introduce the bill only and then to allow full local discussion of it before re-introduction. This was prompted in part by unfamiliarity with its applicability and reception in northern communities, and in part by the interest shown by the Association of Unorganized Communities representing the more remote and larger unorganized communities in Northeastern Ontario. Communities or local members wishing meetings were asked to contact the Ministry. Over 10,000 copies of a bilingual newspaper (Points North) were distributed to post offices, local members and contacts in the North.

A small Ministry team attended 23 public information meetings arranged and chaired by local groups or individuals. An additional five communities in Nipissing District were represented at meetings arranged by the Nipissing member.

Some of these communities are close to municipalities and could be considered to be in the first category of settlement pattern discussed in this paper. Others, like Armstrong, Gogama, and Britt are relatively isolated. Three communities visited have since petitioned the OMB and have attained improvement district status: Pickle Lake, Opasatika, and Matachewan.

Minutes from the team's meetings have been analyzed for local problems and comments on the original legislation. Attached as Appendix B is a summary of the findings following the past two years of consultation. In brief, the conclusions reached by the team were:

- (a) there is a need for a representative institution which does not have all the trappings of a municipality;
- (b) The Northern Communities Act as originally written is too complex;
- (c) the treatment of any new legislation should be geared to avoid raising unrealistic expectations;
- (d) the "lead" Ministry concept would be useful in establishing a funding system for Northern Communities.

Further Consultation and Considerations

Following the analysis of the Northern Communities legislation meetings, a number of other concerns and considerations have been expressed to and by the Government that have a bearing on the provision of local services to unorganized territory.

First, the Government has adopted a strong restraint program, directed at its own programs and those of municipalities and local boards. The creation of small semi-municipal organizations or full municipalities may create expectations and demands that are unrealistic, especially where these may overlap with nearby municipalities. It is suggested that a population of 1,000 residents is required for a strong municipality, and one able to afford the local share of service improvements.

Second, the Northern Communities legislation led in part to the emergence of an association of unorganized communities in Northwestern Ontario. This group, called the Unorganized Communities Association of Northern Ontario - West and known as UCANO-West, has identified problems and approaches for unorganized hamlets in the North.

They have emphasized the need to work with Provincial agencies (e.g. Health and Housing) on common solutions. They have looked for innovative but pragmatic answers to such issues as fire prevention and sewage disposal. Individual communities are encouraged to find ways of working with what organizations they have now and to develop local awareness and initiative.

Third, many services are being provided through or to local bodies in unorganized communities. These groups include district school area boards, separate school boards, recreation committees, local roads boards, community associations, volunteer fire departments, and community centre boards. Residents in some areas close to developed areas or large municipalities are within the jurisdiction of boards of education, combined separate school boards, welfare administration boards, Children's Aid societies, homes for the aged boards, district health units, and area planning boards -- all are inter-municipal bodies performing what are usually county level municipal functions in southern Ontario.

In the smaller and more remote places, most services are expensive to provide and difficult to co-ordinate. Scarce local resources and small populations mean that medical, social service, fire protection and environmental facilities are not as easily available as in more developed areas of the North.

Fluctuating populations and the need to commute long distances to jobs means that it is hard to form a stable, active community base to do the work or know who to contact for service improvements. Priority funding in some of these cases is urgently required.

Conclusions

A comprehensive program is necessary to attack the problems of the small communities in remote areas. Prompt action and a clearly known agency or individual to make the necessary priority decisions are required. It is doubtful that a form of municipal status, as proposed in The Northern Communities Act, is required or affordable in the areas some distance from present municipal areas. The following recommendations outline a package of proposals for addressing the problems of these areas.

RECOMMENDATIONS

- (1) THAT AN "ISOLATED COMMUNITIES ASSISTANCE FUND" OF \$500,000 PER YEAR BE ALLOCATED FOR THE PROVISION OF HIGH PRIORITY SERVICES AND PROGRAMS IN UNORGANIZED NORTHERN COMMUNITIES AND SPARSELY SETTLED UNORGANIZED TERRITORY.
- (2) THAT THIS FUND BE AVAILABLE FOR SERVICES NORMALLY PROVIDED BY LOCAL MUNICIPALITIES AND NOT AVAILABLE THROUGH NORMAL PROVINCIAL PROGRAMS.
- (3) THAT THIS FUND BE UNDER THE DIRECT CONTROL AND SUPERVISION OF THE MINISTER OF NATURAL RESOURCES.
- (4) THAT AUTHORITY BE GIVEN TO THE MINISTER OF NATURAL RESOURCES TO GRANT FUNDS AND PROVIDE SERVICES IN UNORGANIZED TERRITORY THROUGH ANY LOCAL OR AREA BODY RECOGNIZED BY PROVINCIAL LEGISLATION.
- (5) THAT NO NEW LEGISLATION FOR A SIMPLE FORM OF MUNICIPAL ORGANIZATION (E.G. NORTHERN COMMUNITY COUNCIL) BE CONSIDERED.
- (6) THAT THE MINISTER OF NATURAL RESOURCES BE EMPOWERED TO CONTRACT WITH ANY MINISTRY, AGENCY, LOCAL BOARD OR GROUP, COMPANY OR INDIVIDUAL TO PROVIDE THE SERVICES OR PROGRAMS APPROVED UNDER THE ASSISTANCE FUND.
- (7) THAT THE GOVERNMENT CLEARLY DEFINE THE GEOGRAPHICAL AREAS ELIGIBLE FOR ASSISTANCE FROM THE FUND, SUCH THAT COMMUNITIES OR RESIDENTS WHO MAY BENEFIT FROM MUNICIPAL-BASED SERVICES OR PROGRAMS -- THROUGH ANNEXATION OR SPECIAL CONTRACTS -- ARE NOT ELIGIBLE FOR THIS ASSISTANCE.
- (8) THAT THE MINISTER OF NATURAL RESOURCES BE GIVEN DISCRETION TO SPECIFY A LOCAL CONTRIBUTION FOR ANY SERVICE PROVIDED.
- (9) THAT THE GOVERNMENT CONTINUE ITS EVALUATION OF WAYS TO IMPROVE COMMUNICATION AND CO-ORDINATION OF ITS PROGRAMS IN THE UNORGANIZED TERRITORY PORTION OF NORTHERN ONTARIO.

PROPOSALS FOR IMPROVING OPPORTUNITIES
FOR LOCAL GOVERNMENT SERVICES IN
NORTHERN ONTARIO

APPENDICES

PROPOSALS FOR IMPROVING OPPORTUNITIES
FOR LOCAL GOVERNMENT SERVICES IN
NORTHERN ONTARIO

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APPENDIX A

URBAN CENTRES IN NORTHERN ONTARIO

APPENDIX A

LISTING OF URBAN CENTRES IN NORTHERN ONTARIO
INCLUDING SINGLE URBAN CENTRES WITH CONSIDERABLE
HINTERLAND AND AREAS OF INTER-RELATED URBAN CENTRES

DISTRICT	CENTRES	POPULATION
Algoma	Sault Ste Marie	78,000
	Wawa	5,000
	Hornepayne	1,600
	White River	800
	<u>North Channel area</u>	
	Blind River	3,000
	Thessalon	1,800
	Bruce Mines	500
	Iron Bridge	700
	Elliot Lake	8,000
	Surrounding Area	<u>5,500</u>
		19,500
Cochrane	Timmins	43,000
	Moosonee	1,300
	<u>Central Hwy 11 Corridor</u>	
	Hearst	5,000
	Mattice	2,000
	Opasatika	1,500
	Kapuskasing	12,700
	Val Rita-Harty and area	1,300
	Moonbeam and area	1,400
	Fauquier and area	1,000
	Smooth Rock Falls	2,500
	Cochrane	5,000
	Matheson and area	3,800
	Iroquois Falls and area	6,700
	Surrounding area	<u>1,800</u>
		44,700

DISTRICT	CENTRES	POPULATION
Kenora	Dryden	6,700
	Sioux Lookout	3,000
	Ignace	1,700
	<u>Kenora-Keewatin area</u>	
	Kenora	10,400
	Keewatin	1,900
	Surrounding area	<u>4,000</u>
		16,300
	<u>Ear Falls - Red Lake area</u>	
	Ear Falls	1,700
Manitoulin	Red Lake	2,300
	Balmertown	2,000
	Surrounding area	<u>500</u>
		6,500
Nipissing	Gore Bay	700
	Little Current	1,400
Parry Sound	North Bay	50,000
	Sturgeon Falls	6,300
	Mattawa	2,700
	Whitney	1,000
Rainy River	Parry Sound	10,000
	Powassan	5,500
	Burks Falls	1,900
	South River-Sundridge	3,500
Atikokan	Fort Frances	9,000
	Rainy River	1,100
	Atikokan	5,500

DISTRICT	CENTRES	POPULATION
Sudbury	Espanola	5,600
	Chapleau	3,400
	Regional Municipality of Sudbury	164,500
	<u>Extension of North Channel</u>	
	Massey	1,300
	Webbwood	500
	Surrounding area	<u>1,200</u>
		3,000
Thunder Bay	Thunder Bay	107,000
	Geraldton	3,000
	Manitouwadge	3,400
	Marathon	2,200
	Schreiber	2,000
	Nipigon	2,500
	Longlac	1,700
	Beardmore	700
	Nakina	700
Timiskaming	Kirkland Lake	14,000
	Larder Lake	1,200
	<u>Tri-Town and area</u>	
	Charlton	200
	Englehart	1,700
	Earlton and area	1,400
	Thornloe	200
	New Liskeard	5,400
	Haileybury	4,900
	Cobalt	2,100
	Latchford	400
	Surrounding area	<u>5,200</u>
		21,500
Total Population in Single Urban Centres		551,600
Total Population in areas with more than one urban centre		111,500

APPENDIX B

RESULTS OF PUBLIC CONSULTATION
PROCESS REGARDING PROPOSED
NORTHERN COMMUNITIES ACT

APPENDIX B

RESULTS OF PUBLIC CONSULTATION

PROCESS REGARDING PROPOSED

NORTHERN COMMUNITIES ACT

Intent of Original Legislation (Bill 102)

The original legislation introduced in June, 1974 had the following general provisions and intent:

- incorporation by the Treasurer of elected representative bodies for small communities in unorganized territory to articulate local needs and concerns;
- single responsible body for the Province to recognize, contact and contract with for local services and Provincial program delivery;
- single body to assume responsibility for and levy for local costs of services now performed by elected or volunteer groups (local roads boards, recreation committees, community improvement corporations, fire brigades, etc.);
- Treasurer assumes role of Ontario Municipal Board in the incorporation, initial operation and financial supervision of the community.

Results of Meetings

(a) Local Conditions

The communities visited exhibited a large variation in geographical relationships with existing

municipalities: they include isolated communities (Gogama, Armstrong, Savant Lake); those on the edge of municipalities (King Kirkland, Heyden, Kaministikwia) and those separate hamlets within the economic and social orbit of a larger centre (Hudson, Hurkett).

Economic:

Northwestern Communities are generally more prosperous than those in the Northeast and depend on mining, lumbering and tourism. In the Northeast, they have generally suffered from the decline of railways and resource industries. Residents of many communities in both regions commute to jobs and services in nearby or distant urban municipalities.

Local Problems and Needs:

Among the problems discussed or noted were: land problems (small lots in old sites, poor drainage); poor physical services (expensive hydro, no communal water or sewer services); long distances from major centres and facilities (and therefore, for example, poor medical services); lack of resources for community services (fire protection, recreation, commercial outlets); low or seasonal incomes; aging populations; confusion about government due to isolation, the complexities of understanding regulations and procedures from a distance; lack of single local decision-making authority.

Local Views on Bill 102

Many communities saw the legislation as a way of meeting their growing expectations for improved service levels. They had these important reservations:

- There is concern over possible tax increases due to organization and to cost-sharing of services (most services are now provided free from the Province, cheaply from a neighbouring municipality or from volunteer labour -- or are non-existent);
- Some people are unwilling to accept representative democracy or place faith in elected peers without significant financial controls by the Province;
- There is some perception of limited Provincial resources to catch up to ideal service levels and a perceived need to contribute local monies to improve local services;
- Particular suggestions and issues included:
 - (a) oppose continuation of Provincial Land Tax (Bill 102 not clear on this);
 - (b) want to play a role in land use control and planning;
 - (c) want special financial considerations "to catch up" to perceived municipal service levels elsewhere and to compensate for limited local resources,

assessment base and experience;

- (d) individual communities with special needs or problems suggested extending list of possible functions to cover these (for example: ambulance service, Drainage Act provisions, Line Fences Act, etc.).

Briefs from Groups

- The Association of Unorganized Communities (Northeastern Ontario), then representing 17 communities, urged in a 1975 brief the installation of Bill 102 - type provisions, with limited changes to the Bill as first presented but with special financial provisions based on individual need.
- The Unorganized Communities Association of Northern Ontario (UCANO West) is a group of community representatives and is just completing its first year of organization. Its most recent conference included delegates from some 25 communities. It has made no specific recent recommendations with regard to amending Bill 102 although a Spring, 1975 information package prepared for the Association showed a partial acceptance of Bill 102 and its purposes and provisions. The Association is encouraging

the formation of community viewpoints on a large number of issues. It has recently presented well-prepared briefs to Provincial agencies on the subjects of fire protection and land use planning in the unorganized settlements.

APPENDIX C

LOCAL, PROVINCIAL AND TERRITORIAL
GOVERNMENT ORGANIZATION IN
NORTHERN CANADA (OUTSIDE ONTARIO)

INTRODUCTION

The concept of Northern Canada is not easily defined in geographical terms. The main population centres in what is officially northern Ontario - Timmins, Sudbury and Thunder Bay - are all south of the southern population centres of the prairie provinces - Winnipeg, Regina and Calgary. This paper discusses that part of Canada outside Ontario lying above a line varying between the fifty-first and fifty-third degrees of latitude.

Well over 90% of the area is not organized for municipal purposes. Most of the residents, however, are found in a few centres with full local self-government on the southern model. This implies legal incorporation, formal elections, a municipal staff and the levying of property taxes. The City of Thompson, for example, operates like any other municipality in Manitoba under The Municipal Act. In some parts of northern Canada, particularly in mining towns, the southern municipal formula has been modified to the extent of replacing the elected council with a body appointed by the provincial government. The Churchill Local Government District and the Labrador City Local Improvement District are both illustrations of this approach. One of the most interesting developments of recent years has been the attempt to bring local

government to very small communities in isolated areas. This has meant dispensing with many of the trappings of conventional municipal government. Examples of this phenomenon include the N.W.T's "settlement council", Alberta's "advisory committees", Manitoba's "community councils" and "community committees", and Saskatchewan's "local advisory committees" and "local advisory authorities".

The dispersion of the population and the limited nature of municipal government in northern Canada have dictated a comparatively strong role for the provincial and territorial authorities in the north. Although considerable diversity exists in the way that provincial governments have organized themselves to deliver services to their northern residents, the last decade has witnessed a noticeable trend toward placing northern administration on a more co-ordinated basis. This has been carried farthest in the Province of Saskatchewan, where a special Department of Northern Saskatchewan now administers all provincial programs other than major highway construction. In New Quebec (Ungava) a similar role is played by a special branch of the Quebec Department of Natural Resources. By contrast, the functions of Manitoba's Minister of Northern Affairs and of Alberta's Minister without Portfolio responsible

for Northern Development and Indian Metis Liaison appear to lie more in the realm of policy formulation and co-ordination than in the realm of actual service delivery.

ALBERTA

In the northern half of the Province of Alberta, full-fledged municipal government is only found in the area immediately to the north of Edmonton and in the area around the City of Grande Prairie (pop. 14,000). This takes the form of counties, towns, villages and municipal districts. The county councils are responsible for education as well as general municipal affairs.

Elsewhere in northern Alberta, five "new towns" have been established: Rainbow Lake, Fox Creek, Fort McMurray, Grande Cache and High Level. Under The New Towns Act, a new town may be formed by the provincial government where there is rapid development in an existing town, or when a large settlement in a frontier resource region is established. The town is governed by a board of administrators which may, or may not, in whole or in part, be elected by the residents.

The residual part of northern Alberta covers about 100,000 square miles. There are only about 55,000 inhabitants, most of whom are concentrated in a few major centres. The area functions without local government on the southern model. Instead, it has been divided into

fourteen "improvement districts", which (except for the Metis settlements and Indian reserves) are administered directly by the Minister of Municipal Affairs. "Advisory committees" elected by local ratepayers have been formed in twenty communities to advise the Department on local administrative problems. Recently, an experimental "Isolated Communities Advisory Board" has been established by seven communities in the Lesser Slave Lake area.

Municipal services (water, street-lighting, etc.) are provided to hamlets in improvement districts on a contract basis by the Department of Municipal Affairs. There are nine improvement district administrators in the north. Each administrator does not necessarily function in just one district, for some districts have been combined for administrative purposes. An administrator's duties include collection of taxes, issuance of licences and permits, making of assessments, and holding annual public meetings to discuss municipal administration with the electors.

All of the other provincial "line" ministries maintain regional or district offices in the north. However, none of the ministries have established an overall office for the north. Nor, apparently, has there been any serious effort to locate the regional and district offices of the various ministries in a co-ordinated fashion.

Alberta now has a Minister without Portfolio responsible for Northern Development and Alberta Indian Metis Liaison. Reporting to him is the Northern Development Council. This consists of seven members appointed from seven regions in the north. The duties of the Council are "to investigate, plan, promote and co-ordinate practical measures to foster and advance development in northern Alberta and to advise the Government thereon." The council responds to requests from northern residents by working through the responsible program departments. In formulating policy, the council is assisted by a research organization - the Northern Development Group.

In 1974 the Alberta Legislature passed an act which defined a new Northeast Alberta Region embracing the oil sands area. The act provided for the appointment of a commissioner to co-ordinate and expedite the activities of provincial agencies and local authorities participating in the development of the oil sands. The commissioner is to be backed by a Cabinet-appointed regional resident advisory committee, and will report directly to Cabinet.

MANITOBA

Northern Manitoba is defined by The Northern Affairs Act as all of the province above the northern boundary of township 21. This includes more than three fourths of the surface area of the province.

The three largest population centres in Northern Manitoba are fully incorporated municipalities. These are the City of Thompson (pop. 19,000), the City of Flin Flon (pop. 8,900) and the Town of The Pas (pop. 6,000). There are, in addition, a dozen or so smaller incorporated units called "local government districts", of which the best-known is the port of Churchill (pop. 1,500) on Hudson Bay. The remaining three dozen settlements are unincorporated and do not have municipal government in the conventional sense of the word. The larger ones are represented by elected "community councils" and the smaller ones, by appointed "community committees". Legislation has recently been passed to permit the incorporation of community councils.

The Manitoba government created a Commissioner of Northern Affairs in 1966, with responsibility for all of the north outside municipalities and Indian reserves. In 1972, his duties were vested in a Department of Northern Affairs. Although the department has taken over some of the northern programs of other provincial agencies (e.g. housing), it is not really an administration of the

north. Instead of delivering services itself, it concentrates on co-ordinating the services of the other agencies. Its other function is the development of social and economic policy for the north. This capability is currently housed in the department's Office of Planning and Policy Development. The Minister of Northern Affairs is also responsible for the Northern Manpower Corps, whose aims are increasing the number of northerners in northern jobs through employment training and orientation, and developing support programs for increased employability on a long-term basis.

NEWFOUNDLAND

The half of the Ungava-Labrador Peninsula which is designated the "Coast of Labrador" has three main areas of human settlement. The first is the coast itself, which is dotted with small, isolated villages. The second is the community which has developed around the American Air Force Base at Goose Bay. The third is the Labrador Trough on the west, which is rich in mineral resources and which is tied by rail to the north shore of Quebec. The total population of Labrador is 28,200.

Three out of four Labradoreans live in incorporated municipal units of one sort or another. Goose Bay-Happy Valley (pop. 9,000) and Northwest River (pop. 650) are both towns under The Local Government Act. The mining communities of Labrador City (pop. 7,600) and Wabush (pop. 3,400) are local improvement districts, and operate under boards of trustees appointed by the provincial government. Ten of the coastal villages have community councils, which are elected bodies with limited powers of action and taxation. The remaining fifty-four communities in Labrador are unorganized for municipal purposes. There are three denominational school boards in Labrador - one Roman Catholic, one Pentacostal and the third "integrated" (Anglican, United Church, etc.). All are partly elected and partly appointed bodies.

Labrador is apparently not treated as a regional unit by the provincial government in St. John's. For example, the field officer of the Department of Municipal Affairs and Housing who is responsible for Labrador has his office in Corner Brook on the Island. On the other hand, the Department of Rehabilitation and Recreation has a "Labrador Services Division," which is responsible for a multiplicity of services in Labrador. These include the operation of retail outlets, fish plants, logging-sawmill operations; boat building activities; provision of water and sewage, housing, schools and electricity; and the administration of an air subsidy program and a student exchange program. A provincial royal commission has recently criticized the provision of provincial services in Labrador and recommended the establishment of a department of intergovernmental affairs with an associate deputy minister responsible for advising on Labrador matters.

QUEBEC

Quebec's northern planning area includes two of the province's ten administrative regions. These are the Northwest region, which is centred on Rouyn-Noranda, and New Quebec, which extends from the fifty-second parallel northwards into the Ungava Peninsula. The population of the Northwest and New Quebec is 148,000 and 12,000 inhabitants respectively. The area assigned to the James Bay hydro-electric project straddles the boundary between the two regions, and is administratively separate from both. The area has approximately 10,000 residents.

While 90% of the Northwest region is unorganized for municipal purposes, 85% of the population lives in the region's seventy-odd municipalities. The City of Rouyn (pop. 17,800) and the City of Noranda (pop. 10,800) are the two principal centres. The region has fourteen towns, six villages, eleven parishes, nine townships and thirty-eight "undesignated" municipalities. The only municipality in New Quebec is the Town of Shefferville (pop. 3,400). There is, however, an appointed school board for the region. The James Bay area has been administered since 1971 as a municipality by the James Bay Development Corporation, a provincial crown corporation. The appointed board of directors acts as the municipal council. However, there is soon to be

true local government under the terms of an agreement recently signed by the Quebec government and the James Bay native people. This envisages a "regional administration" with representatives from fourteen local municipal units.

Provincial services are supplied in the Northwest region in much the same way as elsewhere in the province. The various ministries all have their own local offices. By contrast, in New Quebec all provincial programs (except those of the Departments of Justice and Lands and Forests) are the responsibility of a special branch of the Department of Natural Resources - the Direction general du Nouveau Quebec. The branch serves the 7,000 residents of the region outside Shefferville (including 4,000 on Indian reserves). Health and welfare concerns are a large part of the service. Eighty civil servants and two hundred and fifty native workers are employed by the branch.

The Northwest region and New Quebec together form the "northern planning area", one of the four areas of the Quebec Planning and Development Commission. During the early 1970s the Commission carried out a planning "mission" for the Northwest region. Representatives of nine provincial departments produced an outline plan for the region in consultation with the local regional development council.

SASKATCHEWAN

The Northern Administration District of Saskatchewan is basically that part of the province lying from the fifty-fourth parallel north to the sixtieth. It accounts for more than half the land mass of the province. There are approximately 25,000 inhabitants, most of whom are of native ancestry.

Conventional, incorporated local government exists in three centres only: The Town of Creighton (pop. 1,900), the Village of La Ronge (pop. 900) and the Municipal Corporation of Uranium City (pop. 2,000). Seven communities, ranging in size from 500 to 1,450, have "local community authorities". The LCA's have been allocated by regulation by-law powers similar to those granted to villages under the provincial Village Act; however, the LCA's are actually exercising few of the wide range of powers available to them. Most of the other settlements in the north have "local advisory committees" appointed by the Minister of Northern Saskatchewan.

In 1973 the provincial legislature passed a law allowing for the establishment of a "Northern Municipal Council", with powers similar to a rural municipality. Its area of jurisdiction covers all of the Northern Administration District except for the Indian reserves and the incorporated centres. The council consists of five members who are elected from electoral districts.

The council is involved in the planning and implementation of provincial development programs. In addition, it co-operates with local councils in the planning and budgeting of municipal projects, and it administers municipal affairs in communities that are without elected councils.

There are three schools boards in the north: the Creighton School Board, the Uranium City Municipal Council and the Northern School Board. The last was recently converted from an appointed to an elected body.

As early as 1948, the Saskatchewan government passed The Northern Administration Act creating the position of Northern Administrator within the Department of Natural Resources. This official was charged with organizing and administering provincial programs in the north. The actual provision of most provincial services continued to be accomplished through the extension of the separate departments in the south. In 1972, however, the government created a Department of Northern Saskatchewan with headquarters in La Ronge. By 1975, responsibility for virtually all provincial services in the north (with the exception of major highways) had been transferred to the department. The department currently has five "staff" branches -

Administration, Personnel and Training, Northern News Services, Policy and Planning and Project Management - and six "line" branches - Field Services, Health and Social Development, Economic Development, Resource Development, Academic Education and Colleges.

The Northern Development Advisory Council has been established to allow direct input by various organizations active in the north. Membership includes the Northern Municipal Council and is open to such groups as the Northern Trappers Association, the Metis Society and the Northern Teachers Association.

NORTHWEST TERRITORIES

The Northwest Territories includes the mainland portion of Canada lying north of the sixtieth parallel between Hudson Bay on the east and Yukon Territory on the west, together with the islands in Hudson and James Bays and Hudson Strait, and the islands of the Arctic Archipelago lying between the mainland and the north pole. This is an area of 1,305,000 square miles, or more than one third the total area of the country. The Northwest Territories has a population of 35,000, of which approximately 60% is of native ancestry (Indian, Metis, Non-status Indian or Eskimo).

There are six stages in the development of local government in the Northwest Territories. These are the unorganized community, the settlement, the hamlet, the village, the town and the city. There are presently twelve unorganized communities, twenty-six settlements, nine hamlets, two villages, four towns and one city (Yellowknife). Although it has no official legal status, the elected settlement council has become the most important institution in most settlements. A settlement council assists the settlement manager (a territorial employee) in providing such services as roads and airport landing strips. Settlements are

authorized to petition for hamlet status when they desire greater independence from territorial control. Hamlets hire their own employees, draw up their own budgets (subject to department approval), but they are not empowered to levy property taxes. The villages, towns and city of the N.W.T. exhibit traditional, southern-oriented patterns of taxation and administration.

The Northwest Territories Act provides for the government of the territories by a Commissioner assisted by an executive committee and a territorial council. The organizational structure of the territorial government has four levels: the Yellowknife headquarters; four regional offices (for Baffin, Keewatin, Fort Smith and Inuvik regions); numerous area offices; and the settlement managers.

The administration at the Yellowknife headquarters consists of eleven departments: Economic Development, Education, Information, Local Government, Natural and Cultural Affairs, Personnel, Planning and Program Evaluation, Public Services, Public Works, and Social Development. At the regional level, an effort has been made to locate the representatives of all departments in each administrative region at one central regional office.

The presence of the federal government in the N.W.T. is much stronger than in southern Canada. Services which in the south are provided by provincial or municipal authorities are in the N.W.T. the responsibility of national departments. Examples are policing (R.C.M.P.) and public health (Department of Health and Welfare).

YUKON TERRITORY

The Yukon Territory has an area of 207,076 square miles, or 5.4% of the total area of Canada. The population in 1971 was 18,400, of whom the overwhelming majority were of non-native ancestry.

The City of Whitehorse (pop. 11,600) accounts for two thirds of the population of the territory. The city council provides residents with a fairly sophisticated level of services (water, sewage, etc.). The only other municipal units in the Yukon that are incorporated under the territory's Municipal Ordinance are the City of Dawson (pop. 800) and the Town of Faro (pop. 900).

The institution of the "local improvement district" is regarded as a transition to full municipal government. The affairs of a local improvement district are managed by a three-member board of trustees, initially appointed by the territorial government, but subsequently elected by the residents. The trustees' field of responsibility is limited. The territorial government remains the taxing and funding authority. The trustees draw up an annual budget which must be approved by the Department of Local Government. There are five local improvement districts in the Yukon, ranging in size from 200 to 600 residents each.

All of the other communities in the Yukon are classified as "unorganized". Most are run entirely by the territorial government. There are two private mining towns (Elsa and Clinton Creek) which are on private land and are administered directly by the mining corporations concerned. Native Indian villages have generally chosen to function under the guidance of the federal Department of Indian Affairs and Northern Development.

The Yukon territorial government resembles that of the N.W.T. in many respects. Territorial departments provide library, educational and social services directly to residents through a number of local offices. However, there does not appear to be any scheme of regional decentralization such as exists in the N.W.T.

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APPENDIX D

LOCATION OF PROVINCIAL OFFICES IN NORTHERN ONTARIO

APPENDIX D

PROVINCIAL ADMINISTRATION IN NORTHERN ONTARIO

This appendix outlines the location of Provincial offices and the areas they cover. The charts are a catalogue of the Province's regional and district offices. It is possible that at the time of reading, changes have been made, and thus not all entries may be completely up to date. The offices listed are grouped by Ministry and Policy Field for ease of comparison.

Because of the quantity of information on the charts a fairly extensive legend was required. It was necessary to distinguish between types of field offices. "Regional office" is used for those offices whose reporting relationships are directed to Queen's Park. Their area of responsibility may be very wide or quite narrow. "District office" or "area office" is used for those offices which report through a regional office and "satellite office" is used for those offices reporting through a district or area office.

It should be pointed out that terminology varies greatly from ministry to ministry, and that the terms used here may bear little relation to terms actually used by each ministry.

[illegible]

ADDITIONAL DETACHMENTS

*Also correctional and adult training centres.

SUPPLEMENTARY LEGEND
 Halleybury-ha, Kapskasing-
 ka, Elliot Lake-el, Espanla-
 es, Dryden-dr, Fort Frances-
 ff, Gore Bay-gb
 X served by Cochrane

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REGIONAL OFFICE

LOCATIONS OF PROVINCIAL
GOVERNMENT OFFICES
SERVING NORTHERN ONTARIO

RESOURCES DEVELOPMENT
POLICY FIELD

MIN. OF IND. & TOURISM

Regional Office

Tourism Officer

Industrial Officer

Northern Ont. Dev. Corp.

MIN. OF ENVIRONMENT

Region-All non district
functional, utility
management, technical
support.

District- Only abatement
functions - sewage
water, solid waste.

MINISTRY OF HOUSING (UNDER
REVIEW)

Community Planning

Ontario Housing Corporation

MIN. OF NAT. RESOURCES

Regional Office

District Office

Northern Affairs Office*

MINISTRY OF ENERGY

Ontario Hydro Region

Ontario Hydro District

MIN. OF AGRICULTURE

Agricultural Rep

MIN. OF TRANS. & COMM.

Prov., Mun., Other Roads
Driver & Vehicle Admin.
Property Acquisition
Systems Design

MINISTRY OF LABOUR

Human Rights Commission

Construction Safety and/or
Industrial Safety

SOUTHERN PARRY NIPISING TIMISKAMING
ONTARIO SOUND DISTRICT DISTRICT DISTRICT
COCHRANE
ALGOMA SUDBURY
DISTRICT DISTRICT REG. MUN.
MANITOULIN THUNDER
DISTRICT DISTRICT DIST.
RAY DISTRICT DISTRICT
KENORA
RAINY RIVER
DIST. DIST.

L F G E N D

REGIONAL
OFFICE

DISTRICT
OFFICE

Toronto
Peterborough
Barrie
Orillia
Huntsville
Parry Sound
North Bay
Temagami
Sturgeon Falls
Cobalt
Haileybury
New Liskeard
Kirkland Lake
Matheson
Timmins
Iroquois Falls
Cochrane
Moosonee
Kapuskasing
Hearst
White River
Sault Ste Marie
Blind River
Elliot Lake
Wawa
Chapleau
Espenola
Sudbury
Gogama
Gore Bay
Geraldton
Nipigon
Armstrong
Thunder Bay
Dryden
Sioux Lookout
Kenora-Reewatin
Red Lake
Rainy River
Fort Frances
Atikokan

Planning offices provided
on Ministry programs

Initial contact for all

Peterborough

Gogama co

Terrace Bay tb Ignace ke
Marathon tb Mindemoya su

Kagawong nb Warren nb

Emo t

M.N.R. Notes
*NOTE: An additional 50
"satellite offices" of
Northern Affairs are
located throughout northern
Ontario.

Three district offices
reporting to Huntsville
serve the North: Parry
Sound and Bracebridge
(serving most of Parry
Sound District) and

SOCIAL DEVELOPMENT
POLICY FIELD

COMMUNITY & SOCIAL SERV.
District Office

**Mental Retardation Fac.
Community Co-ordinator
Protective Worker(s)
Rehabilitation**

HEALTH

Northern Ontario
 Public Health Service
 CHIP Office
 Provincial Chest Clinic
 Psychiatric Hospital
 Public Health Laboratory
 Ambulance Services

CULTURE & RECREATION

- *Regional Office
- *Field Office
- Indian Community Affairs
- Historical Planning

COLLEGES & UNIVERSITIES

Industrial Training
Community College

EDUCATION

Regional Office

[illegible]

OFFICE

OFFICE

tb	Thunder Bay	tb
su	Sudbury	su
sm	Sault Ste Marie	sm
co	Cochrane	co
ti	Timmins	ti
ke	Kenora	ke
nb	North Bay	nb
kl	Kirkland Lake	kl
t	Toronto	t
ps	Parry Sound	ps
h	Huntsville	h
o	Orillia	o
ni	Nipigon	ni
b	Barrie	b
p	Peterborough	p

Satellite offices underlined

DORSET: District Office for Parry Sound District and part of Nipissing District

CULTURE AND RECREATION

*Regional and District offices of Field Services Branch provide these functions: Heritage, Multiculture, Public Libraries, Art, Sports.

COMMUNITY COLLEGES

1. Georgian, Barrie
 2. Canadore, North Bay
 3. Northern, Timmins
 4. Sault, Sault Ste Marie
 5. Cambrian, Sudbury
 6. Confederation, Thunder Bay
- (s) Denotes Satellite Campus

LOCATIONS OF PROVINCIAL GOVERNMENT OFFICES SERVING NORTHERN ONTARIO		SOUTHERN ONTARIO	
GOVERNMENT SERVICES		Toronto Peterborough Barrie Orillia	
TEIGA REVENUE		Parry Sound	
GOVERNMENT SERVICES		North Bay Temagami Sturgeon Falls	
Property Management Regional Office Area Office		Cobalt Haileybury New Liskeard Kirkland Lake	
T.E.I.G.A. Regional Office		Matheson Timmins Iroquois Falls Cochrane Moosonee Kapusksasing Hearst	
REVENUE		White River Sault Ste Marie Blind River Elliot Lake Wawa	
Area Assessment Co-ord. Reg. Assessment Office Retail Sales Tax Office		Chapleau Espanola Sudbury Gogama	
		Gore Bay	
		Geraldton Nipigon Armstrong Thunder Bay	
		Dryden Sioux Lookout Kenora-Keewatin Red Lake	
		Rainy River Fort Frances Atikokan	
		REGIONAL OFFICE	
		L E G E N D	
		DISTRICT OFFICE	
		TB Thunder Bay	
		SU Sudbury	
		SM Sault Ste Marie	
		CO Cochrane	
		TI Timmins	
		KE Kenora	
		NB North Bay	
		KL Kirkland Lake	
		T Toronto	
		PS Parry Sound	
		H Huntsville	
		O Orillia	
		NI Nipigon	
		B Barrie	
		P Peterborough	
		*Little Current	

**Provincial
Financial
Assistance to
Municipalities,
Boards and
Commissions**

July 1977

Compiled and
Published by



Ontario

**Ministry of Treasury,
Economics and
Intergovernmental
Affairs**

Subsidies Branch

Local Government
Division

July 1977

The Honourable W. Darcy McKeough
minister

A. Rendall Dick
deputy minister

INTRODUCTION

This publication is designed to provide in a single handy format data covering financial assistance available to municipalities and their local boards and commissions from the Province through its various ministries and agencies.

It should be useful as a source of basic information to municipal officials wishing to acquire quick reference to the particular types of financial assistance available to them. However, it is emphasized that while every effort has been made to ensure accuracy and clarity, the information contained is not intended as substitution for reference to the relevant statutes or regulations or to specific instructions and explanatory material issued from time to time by the various ministries.

Municipalities, boards and commissions are strongly urged to consult with the appropriate government ministry before undertaking expenditure commitments in the expectation of receiving provincial assistance.

Additional copies may be procured through the Government Book Store, 880 Bay Street, Toronto, Ontario M7A 1N8, for \$2 each.

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Section 1
MINISTRY OF
AGRICULTURE AND FOOD

1
DRAINAGE WORKS

Assistance towards

Part of the cost of drainage works that drain agricultural lands, including the cost of embanking and pumping machinery installed.

Eligible Recipients

- Cities
- Towns
- Villages
- Townships

Conditions and Procedures

- a) Works must be undertaken in accordance with section 4, 74 or 78 of The Drainage Act, 1975 and a report of an engineer describing the current work adopted in accordance with the Act.
- b) The council must forward to the Minister of Agriculture and Food a copy of the engineering report and an application for grant on Form D.G. 2 (Form available from Ministry of Agriculture and Food).
- c) Where emergency work must be performed before the Minister may authorize work before adoption of the engineer's report.

Basis of Assistance

Municipalities in a county—33½% of the cost assessed against agricultural land.

Municipalities in a territorial district—66½% of the cost assessed against agricultural land.

References

The Drainage Act, Statutes of Ontario 1975, Chapter 79.

Further Information

Food Land Development Branch
Ministry of Agriculture and Food
Parliament Buildings
Toronto, Ontario M7A 2B2
Phone (416) 965-9211

2
LIVESTOCK COMPENSATION

Assistance towards

Reimbursing a municipality for compensation it has paid to livestock owners for losses caused by wolves.

Eligible Recipients

- Any municipality

Conditions and Procedures

When a livestock owner has livestock killed or injured by a dog or a wolf, he makes application to the municipality for compensation. A municipal valuer investigates and assesses the amount of the damage. The municipality compensates the livestock owner for the market value of the livestock killed or injured. The municipality applies to the Ministry of Agriculture and Food for reimbursement of any compensation it has paid for losses caused by wolves.

Basis of Assistance

The Ministry of Agriculture and Food reimburses the municipality for all compensation it has paid for losses caused by wolves.

References

The Dog Licensing and Livestock and Poultry Protection Act.

Further Information

Livestock Branch
Ontario Ministry of Agriculture and Food
Parliament Buildings
Toronto, Ontario M7A 1B4
Phone (416) 965-5971

Section 2
MINISTRY OF COMMUNITY
AND SOCIAL SERVICES

1
CHILDREN'S AID SOCIETIES—
CAPITAL GRANTS, GENERAL

Assistance towards

The cost of erecting, purchasing or otherwise acquiring a building or part of a building for occupation by a Children's Aid Society for purposes other than special need.

Eligible Recipients

- Counties
 - Metropolitan municipalities
 - Cities (Not in Metro)
 - Separated Towns (Not in Metro)
 - Towns
 - Villages
 - Townships
 - Improvement Districts
 - Children's Aid Societies
- } in territorial districts

Conditions and Procedures

- a) The prior approval, in writing, of the Minister of Community and Social Services is required.
- b) Application for capital grant must be completed in the prescribed form.

Basis of Assistance

The Minister may direct payment to the municipality or to the society of an amount up to 25% of,

- where the whole building is occupied by the society, the value of the building and land,
- where part of the building is occupied by the society, the proportion of the value of the building that the floor space occupied by the society bears to the total floor space of the buildings.

Reference

The Child Welfare Act, R.S.O. 1970, Chap. 64 and Reg. 86, R.R.O. 1970, as amended

Further Information

Director
Child Welfare Branch
7th Floor, Hepburn Block
80 Grosvenor Street
Toronto, Ontario M7A 1E9
Phone (416) 965-0176
Area Offices (see list below)

2

CHILDREN'S AID SOCIETIES— CAPITAL GRANTS, SPECIAL

Assistance towards

The cost of erecting a new building or an addition to an existing building or of the acquisition of an existing building for the provision of facilities and services to meet special needs of children.

Eligible Recipients

Children's Aid Societies

Conditions and Procedures

- a) The prior approval, in writing, of the Minister of Community and Social Services is required.
- b) Application for capital grant must be completed in the prescribed form.

Basis of Assistance

The Minister may direct payment to the society of an amount equal to the cost of the new building or addition or the cost of acquisition of a building but not exceeding an amount based on the rate of,

- a) \$5,000 per bed, in the case of a new building or addition,
- b) \$1,200 per bed, in the case of the acquisition of an existing building.

Reference

The Child Welfare Act, R.S.O. 1970, Chap. 64 and Reg. 86, R.R.O. 1970 as amended.

For Information

Director, Children's Service Branch
7th Floor, Hepburn Block

80 Grosvenor Street
Toronto, Ontario M7A 1E9
Phone (416) 965-0176
Area Offices (see list below)

3

CHILDREN'S AID SOCIETIES— OPERATING COST

Assistance towards

Operating costs in the approved estimates of the society.

Eligible Recipients

Children's Aid Societies

Conditions and Procedures

- a) The estimates, prepared in the form prescribed under the Regulations, must receive the approval of the council of each municipality in the area in which the society has jurisdiction, or of the child welfare budget board of a district.
- b) The estimates must also receive the approval of the Minister of Community and Social Services.

Basis of Assistance

80% of the approved operating costs of the society.

Ontario pays 100% of the costs of Indian children with reserve status in the care of the society and all other services of the society for Indian families, computed in accordance with the regulations.

Ontario may pay 100% of the cost (computed in accordance with the regulations) of children who come into the care of children's aid societies from the care of child welfare authorities in other jurisdiction of Canada, subject to the approval of the Director and consistent with interprovincial agreements.

Reference

The Child Welfare Act, R.S.O. 1970, Chap. 64 and Reg. 86, R.R.O. 1970, as amended.

4

CHILDREN'S AID SOCIETIES— OPERATING COST RE UNORGANIZED TERRITORY

Assistance towards

The operating costs of a society attributable to unorganized territory within its jurisdiction.

Eligible Recipients

Children's Aid Society having jurisdiction in territory without municipal organization.

Conditions and Procedures

The estimates must receive the approval of the Minister of Community and Social Services.

Basis of Assistance

- 100% of:
- Children from unorganized territory in care of the society
 - total number of children in care
 - Population of unorganized territory
 - population of area under jurisdiction of society

× cost of services for children

× cost of services other than for children in care

Payments by the Province are made in monthly instalments.

Reference

The Child Welfare Act, R.S.O. 1970, Chap. 64 and Reg. 86, R.R.O. 1970, as amended.

Further Information

Director, Children's Service Branch,
7th Floor, Hepburn Block
80 Grosvenor Street
Toronto, Ontario M7A 1E9
Phone (416) 965-5091

Area Offices (see list below)

5 DAY NURSERIES—CAPITAL CONSTRUCTION COSTS

Assistance towards

The costs of the construction of a new building, an addition to an existing building, the purchase or other acquisition of an existing building or the furnishing and equipping of a building to be used as a day nursery.

Eligible Recipients

- Cities
- Towns but not if within a metropolitan municipality
- Villages
- Townships

Metropolitan Municipalities
Approved Indian Bands
Approved Corporations

Conditions and Procedures

- a) Proposals to construct or erect facilities must be approved in principle by the Minister in advance.
- b) The site and plans must be approved in advance by the Minister of Community and Social Services.
- c) Requests for payment must be accompanied by a certificate of a member architect in good standing of the Ontario Association of Architects or an engineer in good standing of the Ontario Association of Professional Engineers, certifying that,
 - 1) the erection, addition, purchase or other acquisition or renovation has been completed in accordance with the plans approved by the Minister,
 - 2) the building or addition is ready for use and occupancy.

Basis of Assistance

50% of costs of new buildings computed in accordance with the regulations. 80% of costs of renovation of existing buildings and equipping and furnishing them.

Reference

The Day Nurseries Act, R.S.O. 1970, Chap. 104 and Reg. 160, R.R.O. 1970, as amended.

Further Information

Director, Day Nurseries Branch
7th Floor, Hepburn Block,
80 Grosvenor Street,
Toronto, Ontario M7A 1H4
Phone (416) 965-5095
Area Office (see list below)

6 DAY NURSERIES—OPERATING COSTS

Assistance towards

The costs of operation and maintenance of licensed day nurseries operated by the municipality and the cost to a municipality of day nursery services to any child of a person in need under an agreement between the municipality and any person or organization operating a licensed day nursery or supervising private-home day care, (assistance also available to approved corporations).

Eligible Recipients

- Cities
- Towns but not if within a metropolitan municipality
- Villages
- Townships

Metropolitan municipalities
Approved Indian Bands
Approved Corporations

Conditions and Procedures

The nursery must be licensed and conducted in accordance with the Regulations. Private homes must be supervised in accordance with the regulations and "Private-Home Day Care Guidelines."

Application for the monthly payment of the provincial grant must be in the prescribed form and be forwarded to the Minister before the 20th day of the next month.

Basis of Assistance

80% of costs, computed in accordance with the Regulations for municipalities and Indian Bands. Different formula for corporations.

Reference

The Day Nurseries Act, R.S.O. 1970, Chap. 104 and Reg. 160, R.R.O. 1970, as amended.

Further Information

Director, Day Nurseries Branch
7th floor, Hepburn Block
80 Grosvenor Street
Toronto, Ontario M7A 1H4
Phone (416) 965-5095
Area Offices (see list below)

7 DISTRICT WELFARE ADMINISTRATION BOARDS—INITIAL OPERATION

Assistance towards

The provision of welfare services by a district board in the first year of the board's establishment.

Eligible Recipients

District Welfare Administration Boards

Conditions and Procedures

- Application for the grant must be made in the prescribed form.
- The estimated expenditures of the board for the first year of its operation must be approved by the Minister of Community and Social Services.
- Payment of the grant may be made during the year either in one amount or by instalments

Basis of Assistance

The amount of the grant is based on the estimated expenditure for the year of the board determined in accordance with Form 1 and is equal to 50% of the estimated expenditures of the board for the year.

References

The District Welfare Administration Boards Act, R.S.O. 1970, Chap. 132; as amended Reg. 225, R.R.O. 1970, as amended.

Further Information

Director, Municipal Welfare Consulting Branch
Ministry of Community and Social Services
7th Floor, 2195 Yonge Street
Toronto, Ontario
Phone (416) 965-5142
Area Offices (see list below)

8 GENERAL WELFARE ASSISTANCE

Assistance towards

The provision of general assistance, by a municipality, district welfare administration board, or Indian Band, to or on behalf of a single person or head of a family who is a person in need (but not a patient or resident in a hospital or institution other than a nursing home or hostel).

Eligible Recipients

Cities
Regional Municipalities
Towns
Villages
Townships
Improvement Districts
Counties which, with the approval of the Minister of Community and Social Services, administer welfare assistance
District Welfare Administration Boards
Approved Indian Bands

Conditions and Procedures

- Where in any month assistance is granted by the welfare administrator, he is required to complete an application (Form 5 under the Regulations) for each class of assistance paid in that month. The application must go forward to the Minister before the 20th day of the next month.
- The Minister may require additional information if deemed necessary and may require an inspection and audit of books, accounts and vouchers relating to the application.
- Payments of subsidy by the Province are made monthly.
- Under The District Welfare Administration Boards Act, where a board is established for a district, any contribution payable by the Province for welfare services to a municipality in the district is paid instead to the board.

Basis of Assistance

General assistance is provided to meet expenditures for food, clothing, personal requirements, utilities, household supplies, shelter and fuel.

The assistance granted to needy persons by a municipality, district board or approved Indian Band is based on the excess of the recipient's budgetary requirements over his income and the amounts

granted are determined by references to the tables, limitations and requirements of the Regulations (referenced below).

Provincial reimbursement is 80% of the amounts of general assistance paid. However, if, over a period of six months, the average number of persons receiving assistance equals or is in excess of 6% of the population of the municipality or Indian reserve, as the case may be, the contribution of the Province is increased to 90% in respect of the number of persons receiving assistance in excess of 5% of the population.

Provision is also made for reimbursement by the Province of 100% of the assistance granted to applicants deemed not to have been resident of any organized municipality in Ontario for a period of 12 consecutive months, prior to application for assistance. In this case, the Ministry of Community and Social Services must be notified within sixty days of the first payment being made to the recipient.

Reference

The General Welfare Assistance Act, R.S.O. 1970, Chap. 192; S.O. 1971, Chap. 50, s. 44 and Reg. 383, R.R.O. 1970, as amended.

The District Welfare Administration Boards Act, R.S.O. 1970, Chap. 132; and Regulation 225, R.R.O. 1970, as amended.

Further Information

Director, Municipal Welfare Consulting Branch,
Ministry of Community and Social Services,
7th Floor, 2195 Yonge Street,
Toronto, Ontario
Phone (416) 965-5142

Area Offices (see list below)

9 GENERAL WELFARE ASSISTANCE— SUPPLEMENTARY AID

Assistance towards

The provision, by a municipality, district board or Indian Band, of supplementary aid to assist the recipient of a governmental benefit (e.g. a pensioner under The Old Age Security Act (Canada), a beneficiary under The Family Benefits Act, 1966, etc.) to meet the cost of shelter or extraordinary needs.

Eligible Recipients

Cities
Regional Municipalities
Towns
Villages
Townships
Improvement Districts
Counties which, with the approval of the Minister

of Community and Social Services, administer welfare assistance

District Welfare Administration Boards

Conditions and Procedures

- a) Where in any month assistance is granted by the welfare administrator, he is required to complete an application (Form 5 under the Regulations) for each class of assistance paid in that month. The application must go forward to the Minister before the 20th day of the next month.
- b) The Minister may require additional information if deemed necessary and may require an inspection and audit of books, accounts and vouchers relating to the application.
- c) Payments of subsidy by the Province are made monthly.
- d) Under The District Welfare Administration Boards Act, where a board is established for a district, any contribution payable by the Province for welfare services to a municipality in the district is paid instead to the board.

Basis of Assistance

The Province pays by way of reimbursement to the municipality, district board or Indian Band, 80% of the assistance granted.

Provision is also made for reimbursement by the Province of 100% of the assistance granted to applicants deemed not to have been resident of any organized municipality in Ontario for a period of 12 consecutive months, prior to application for assistance. In this case, the Ministry of Community and Social Services must be notified within sixty days of the first payment being made to the recipient.

Reference

The General Welfare Assistance Act, R.S.O. 1970, Chap. 192; and Regulation 383 as amended.

The District Welfare Administration Boards Act, R.S.O. 1970, Chap. 132; and Regulation 225, R.R.O. 1970, as amended.

Further Information

Director, Municipal Welfare Consulting Branch,
Ministry of Community and Social Services,
7th Floor, 2195 Yonge Street,
Toronto, Ontario
Phone (416) 965-5142

Area Offices (see list below)

10 SPECIAL ASSISTANCE

Assistance towards

The provision of special assistance, by a municipality, district board or approved Indian Band, to or

on behalf of a person in need, who is a person in financial hardship.

Eligible Recipients

Cities
Regional Municipalities
Towns
Villages
Townships
Improvement Districts
Counties which, with the approval of the Minister of Community and Social Services, administer welfare assistance
District Welfare Administration Boards
Approved Indian Bands

Conditions and Procedures

- a) Where in any month assistance is granted by the welfare administrator, he is required to complete an application (Form 5 under the Regulations) for each class of assistance paid in that month. The application must go forward to the Minister before the 20th day of the next month.
- b) The Minister may require additional information if deemed necessary and may require an inspection and audit of books, accounts and vouchers relating to the application.
- c) Payments of subsidy by the Province are made monthly.
- d) Under The District Welfare Administration Boards Act, where a board is established for a district, any contribution payable by the Province for welfare services to a municipality in the district is paid instead to the board.

Basis of Assistance

"Special assistance" means the provision of,

- i) Drugs prescribed by a physician
- ii) Surgical supplies and dressings
- iii) Travel and transportation allowance
- iv) Moving allowances
- v) Funerals and burials
- vi) Dental services
- vii) Prosthetic appliances including eye-glasses.
- viii) Vocational training or retraining
- ix) A comfort allowance where the applicant or recipient is a resident in a nursing home, and
- x) any other special item or service authorized by the Director.

The Province reimburses the municipality, district board or the council of an approved Indian Band for 50% of the amounts paid to or on behalf of a person in need for special assistance.

Provision is also made for reimbursement by the Province of 100% of the assistance granted to applicants deemed not to have been resident of any organized municipality in Ontario for a period of 12

consecutive months, prior to application for assistance. In this case, the Ministry of Community and Social Services must be notified within sixty days of the first payment being made to the recipient.

Reference

The General Welfare Assistance Act, R.S.O. 1970, Chap. 192; and Regulation 383, R.R.O. 1970 as amended.

The District Welfare Administration Boards Act, R.S.O. 1970, Chap. 132; and Regulation 225, R.R.O. 1970 as amended.

Further Information

Director, Municipal Welfare Consulting Branch,
Ministry of Community and Social Services,
7th Floor, 2195 Yonge Street,
Toronto, Ontario
Phone (416) 965-5142
Area Offices (see list below)

11

WELFARE SERVICES— ADMINISTRATION AND OTHER COSTS

Assistance towards

The cost of the administration of welfare services.

Eligible Recipients

Cities
Regional Municipalities
Towns
Villages
Townships
Improvement Districts
Counties which, with the approval of the Minister of Community and Social Services, administer welfare assistance
District Welfare Administration Boards
Approved Indian Bands

Conditions and Procedures

- a) No subsidy is payable to any of the above not having a full time welfare administrator
- b) No subsidy is payable to a district welfare administration board until the board has been in operation for a period of one year.
- c) The welfare administrator is required to complete an application (Form 6 under the Regulations) for monthly payment of cost of administration of welfare services as defined in Section 19 of the Regulations. The application must go forward to the Minister before the 20th day of the month following that in which the administration costs were paid.
- d) The Minister may require additional information if deemed necessary and may require an inspection and audit of books, accounts and vouchers relating to the application.

Basis of Assistance

"Costs of administration of welfare services", means,

- i) Payments approved by the Director to or on behalf of a welfare administrator who is employed full time in the administration of welfare services and any other employee of a district welfare administration board, municipality or an approved Indian Band in respect of,
 - a) Salaries, wages and honoraria;
 - b) Employer's contributions in respect of pension, unemployment insurance or workmen's compensation plan or scheme or other employee's benefit plan or scheme.
 - c) Travelling expenses where such expenses are directly related to the administration of welfare services, and
 - d) fees for staff training and living allowances while receiving training, and
- ii) payments approved by the Director for research or consultation carried out on a contract or fee-for-service basis relating to welfare services.
- iii) payments approved by the Director for counselling services purchased on a contract or fee-for-service basis from an agency approved by the Director; and
- iv) payments approved by the Director for operating costs of computer services including rental of equipment incurred after the 1st day of April, 1973 where as a result of such services a welfare administrator is able to provide to the Director such information on the administration and operation of welfare services as the Director requires.

The subsidy payable by the Province to a county that administers welfare assistance, to a district welfare administration board and to an approved Indian Band equals 50% of the cost of the administration of welfare services as defined in the Regulations.

The subsidy payable by the Province to a city, a separated town and any approved municipality that does not form part of a county or a district welfare administration board equals 50% of the amount by which the cost of administration of welfare services (defined in Regulations) for the twelve month period ending on the 31st day of December in each year exceeds such cost to the municipality for the year ending December 31, 1964.

Reference

The General Welfare Assistance Act, R.S.O. 1970, Chap. 192;
S.O. 1971, Chap. 50, s. 44.

The District Welfare Administration Boards Act, R.S.O. 1970, Chap. 132; S.O. 1972, Chap.1; S.O. 1972, Chap. 25; S.O. 1973, Chap. 144.

Further Information

Director, Municipal Welfare Consulting Branch,
Ministry of Community and Social Services,
7th Floor, 2195 Yonge Street,
Toronto, Ontario
Phone (416) 965-5142
Area Office (see list below)

12

HOMEMAKERS AND NURSES SERVICES

Assistance towards

Cost of providing homemaking, nursing services or teaching homemaker services to families or individuals in their own homes who are designated to be "persons in need".

Eligible Recipients

Cities
Regional Municipalities
Towns
Villages
Townships
Improvement Districts
Counties which, with the approval of the Minister of Community and Social Services, administer welfare assistance
District Welfare Administration Boards
Approved Indian Bands

Conditions and Procedures

The Municipal Welfare Administrator must complete a Statement of Account and forward it to the Director of Homemakers and Nurses Services, by the 20th of the month next following the month in which the municipality pays for the services.

Basis of Assistance

Homemakers, Nurse or Teaching Homemaker—80% of the amount by which the total monthly cost of the approved services paid by the municipality or band, exceeds the available monthly income of the person in need, determined in accordance with the Regulations.

Reference

The Homemakers and Nurses Services Act, R.S.O. 1970, Chap. 203;
S.O. 1973, Chap. 143
O. Reg. 436 R.R.O. 1070
O. Reg. 65/72
O. Reg. 374/73
O. Reg. 799/73
O. Reg. 384/74
O. Reg. 85/75
O. Reg. 436/76

Further Information

Director, Municipal Welfare Consulting Branch,
Ministry of Community and Social Services,
7th Floor, 2195 Yonge Street,
Toronto, Ontario

Phone (416) 965-5142
Area Office (see list below)

13 HOMEMAKERS INSTRUCTION

Assistance towards

Course of instruction for homemakers covering child care; hygiene, home economics, meal planning; laundering, general household duties; other skills incidental to the preceding items.

Eligible Recipients

Any municipality
Approved Indian Bands
Persons or organizations as approved by the Minister

Conditions and Procedures

- 1) Application for a grant must be made to the Director; accompanied by
- 2) A written statement showing
 - a) an outline of the purpose and content;
 - b) the duration; and
 - c) the estimate cost; of the proposed course of instruction (it is advisable to have the course approved by the Minister prior to any registration of students)
- 3) Recipients of the grant, must in the year following its receipt forward to the Minister at a date specified by him, a certified statement showing the amounts paid and how the proceeds of the grant were disbursed.

Basis of Assistance

100% of approved costs

Reference

The Homemakers and Nurses Services Act, R.S.O. 1970, Chap. 203;
S.O. 1973 Chap. 143.
O. Reg. 384/74
O. Reg. 85/75

Further Information

Director, Municipal Welfare Consulting Branch,
Ministry of Community and Social Services,
7th Floor, 2195 Yonge Street,
Toronto, Ontario
Phone (416) 965-5142
Area Offices (see list below)

14 HOMES FOR THE AGED— ACQUISITION OR ALTERATION OF AN ACQUIRED BUILDING

Assistance towards

The capital cost of:

- a) Acquiring a building for use as a home

- b) Altering, furnishing and equipping an acquired building.

Eligible Grantees

Any Municipal Home for the Aged approved under the Act.

Conditions and Procedures

- a) An area sociological needs study is required and the site and plans must be approved in advance by the Minister.
- b) Application for grant should be submitted in the prescribed form.
- c) A request for payment must be accompanied by a certificate from a qualified architect or professional engineer certifying that:
 - 1) the building acquired for use as a home is, in his opinion, a suitable building for such use, and
 - 2) the building acquired for use as a home is ready for occupancy.
- d) Requests for payments prior to completion of the work must be accompanied by a certificate of the architect or professional engineer stating the progress made.

Basis of Assistance

- a) 50% of the actual cost of acquisition when the building is acquired.
- b) 50% of the actual cost of altering, furnishing and equipping the acquired building, as certified by the municipal auditor for the home, when the building is ready for occupancy;
- c) Homes in territorial districts 100% of the proportion of the capital expenditures allocated in accordance with the Regulations for the unorganized areas.

Reference

The Homes for the Aged Act and Rest Homes Act, R.S.O. 1970, Chap. 206
O. Reg. 439, R.R.O. 1970.

Further Information

Director Senior Citizens Branch-Office on Aging
4th Floor, Hepburn Block
80 Grosvenor Street
Toronto, Ontario M7A 1E9
Phone (416) 965-5103
Area Offices (see list below)

15 HOMES FOR THE AGED— ADDITIONAL FURNISHINGS AND EQUIPMENT

Assistance towards

Cost of additional furnishings and equipment that

are not replacements and that in the opinion of the Minister of Community and Social Services are necessary for the efficient operation of the home, and cost in excess of \$500.

Eligible Grantees

As in Item 14

Conditions and Procedures

- a) Applications for monthly payments of subsidy should be submitted in the prescribed form
- b) Expenditures must be approved by the Minister before purchase and be acceptable as capital expenditures under the Act and Regulations.

Basis of Assistance

50% of the cost described above. The Province may pay 100% of that portion of the cost allocated in accordance with the Act and Regulations for unorganized areas.

Reference

The Homes for the Aged Act and Rest Homes Act, R.S.O. 1970, Chap. 206.
O. Reg. 439, R.R.O. 1970

Further Information

Director, Senior Citizens Branch—Office on Aging
4th Floor, Hepburn Block
80 Grosvenor Street
Toronto, Ontario M7A 1E9
Phone (416) 965-5103

Area Offices (see list below)

16

HOMES FOR THE AGED— BUILDING OR EXTENDING

Assistance towards

The capital cost of:

- a) erecting a new building
- b) alteration of a building by an addition, extension or otherwise.

Equipment and furnishings are included.

Eligible Grantees

As in Item 14

Conditions and Procedures

- a) A needs study and the site and plans must be approved in advance by the Minister.*
- b) An Application for grants should be submitted in the prescribed form.
- c) Requests for progress payments must be accompanied by a certificate of a member archi-

tect in good standing of the Ontario Association of Architects or an engineer in good standing of the Ontario Association of Professional Engineers, certifying that:

- 1) all structural work below the ground floor joists or slabs is completed;
 - 2) the roof is on and the new building, addition, or extension is enclosed;
 - 3) the interior partitions are installed and finished, or
 - 4) the new building, addition or extension is completed and ready for occupancy.
- d) When applying for final payment, the application must be certified by the municipal auditor including indication of all sales tax refunds being taken into account.

* Memorandum No. 55/70 on "Ten Steps" to be followed is available from the Ministry of Community and Social Services, and includes information on necessary referrals to the Ontario Municipal Board for project approval as well.

Basis of Assistance

- a) 5% of the cost when all structural work below the ground floor joists or slabs is completed;
- b) 20% when the roof is on and the building, addition or extension is enclosed;
- c) 10% when the interior partitions are installed and finished;
- d) such other part of the estimated amount to be paid by Ontario at such other times as the Minister approves (in these cases applications for payment should be accompanied by architects' or engineers' certificates as to the progress made towards completion; and for the final payment, the request shall be certified by the municipal auditor);
- e) the difference between 50% of the actual cost and the total of (a), (b), (c) and (d) when completed and ready for occupancy.

The grant maximum of 50% of the actual cost, excepting in the case of certain homes in territorial districts where, in addition, the Province may pay 100% of that portion of the cost allocated, in accordance with the Act and Regulations, for unorganized areas.

Reference

The Homes for the Aged and Rest Homes Act, R.S.O. 1970, Chap. 206
Homes for the Aged and Rest Homes Amendment Act 1972
O. Reg. 439, R.R.O. 1970

Further Information

Director, Senior Citizens Branch—Office on Aging
4th Floor, Hepburn Block
80 Grosvenor Street
Toronto, Ontario M7A 1E9.
Phone (416) 965-5103

Area Offices (see list below)

17 HOMES FOR THE AGED—MAINTENANCE

Assistance towards

The cost of operating and maintaining a home, computed in the manner prescribed in the Regulations; such cost includes:

- a) food and provisions
- b) medical and dental services (including approved drugs, medications, prosthetics, and other medical supplies),
- c) welfare of residents:
 - clothing
 - crafts and activities: material and supplies
 - pocket money or comfort allowance
 - supplies for smokers
 - current books, newspapers, etc.
 - recreation and entertainment
- d) funeral and burial expenses
- e) general operation and administration.

Eligible Grantees

As in Item 14

Conditions and Procedures

- a) 1) Applications for monthly payment of provincial subsidy should be made in the prescribed form.
2) Applications for subsidy must be made within 3 months of the 1st day of the month for which the subsidy is requested.
- b) The initial salary or an increase in the salary of the administrator or supervisory staff must be approved in advance by the Minister.
- c) The cost of maintaining a resident or portion of such cost which the Province deems the resident capable of paying but which the resident does not pay, shall be computed as if it had been paid.
- d) The prior approval of the Minister must be obtained for the cost of replacement of furnishings and equipment and the maintenance of the buildings and grounds if in excess of \$500.

Basis of Assistance

70% of approved net cost described above for residential care.

Reference

The Homes for the Aged and Rest Homes Act, R.S.O. 1970, Chap. 206
O. Reg. 439, R.R.O. 1970

Further Information

Director, Senior Citizens Branch—Office on Aging
4th Floor, Hepburn Block
80 Grosvenor Street
Toronto, Ontario M7A 1E9
Phone (416) 965-5103

Area Offices (see list below)

18 HOMES FOR THE AGED— MAINTENANCE OF RESIDENTS FROM UNORGANIZED TERRITORIES

Assistance towards

Net cost of maintenance of persons whose residence before admission to the home was in territory without municipal organization and as approved by a provincial authority.

Eligible Grantees

As in Item 14

Conditions and Procedures

A statement of costs in the prescribed form is required.

Basis of Assistance

100% of net cost (number of resident days multiplied by average gross daily cost of maintenance, less monthly contributions on behalf of residents from unorganized territories from a source other than the provincial government).

Reference

The Homes for the Aged and Rest Homes Act, R.S.O. 1970, Chap. 206
O. Reg. 439, R.R.O. 1970

Further Information

Director, Senior Citizens Branch—
Office on Aging
4th Floor, Hepburn Block
80 Grosvenor Street
Toronto, Ontario M7A 1E9
Phone (416) 965-5103

Area Offices (see list below)

19 HOMES FOR THE AGED— RESIDENTIAL SERVICES

Assistance towards

The cost of maintaining a person admissible under the satellite home provisions of the Act.

Eligible Grantees

As in Item 14

Conditions and Procedures

- a) Initially a municipal home setting up a satellite home with residential services must have the approval of the Director prior to the placement of any person, and approval where there would be more than 25 boarders or lodgers.
- b) All satellite homes are to be reported in Form 11 and regularly inspected by municipal authorities.
- c) Application should be made in Form 8.

Basis of Assistance

70% of the costs incurred by the municipality, municipalities or band as the case may be, approved by the director of providing or purchasing residential services.

Reference

The Homes for the Aged and Rest Homes Act, R.S.O. 1970, Chap. 206
O. Reg. 439, R.R.O. 1970

Further Information

Director, Senior Citizens Branch—
Office on Aging
4th Floor, Hepburn Block
80 Grosvenor Street
Toronto, Ontario M7A 1E9
Phone (416) 965-5103

Area Offices (see list below)

**20
HOMES FOR THE AGED—
EXTENDED CARE SERVICE**

Assistance towards

The cost of extended care services for persons admitted to a home, who are eligible for extended care services under The Health Insurance Act 1972 on the grounds of medical necessity. Homes must be approved by the Director to provide extended care services and a fixed proportion of beds is allocated.

Eligible Recipients

Any municipal home.

Conditions and Procedures

- a) Home must make monthly application in prescribed form.
- b) Payments based on net operating cost of maintaining persons eligible for extended care services.

Basis of Assistance

70% of

- 1) any part of the basic rate* in effect on a per diem basis.
- 2) any part of the cost that exceeds the ceiling** currently in effect on a per diem basis up to the actual costs for the municipal home.

100% of

- 1) that part of the cost that exceeds the basic rate currently in effect on a per diem basis but that does not exceed a maximum cost** currently in effect on a per diem basis and of the cost incurred in connection with the provision of extended care services, determined in a manner approved by the Minister, of,
 - a) approved drugs and pharmaceuticals, and
 - b) any approved device

Reference

The Homes for the Aged and Rest Homes Act, R.S.O. 1970, Chap. 206 and
Reg. 439, R.R.O. 1970 as amended

Further Information

Director, Senior Citizens Branch—
Office on Aging
4th Floor, Hepburn Block
80 Grosvenor Street
Toronto, Ontario M7A 1E9
Phone (416) 965-5103
Area Offices (see list below)

* \$7.80 a day as of May 1, 1977

** \$23.00 a day as of May 1, 1977

Both of these rates subject to periodic revision

**21
ELDERLY PERSONS CENTRES—
CAPITAL GRANTS**

Assistance towards

The cost of the erection, alteration, extension or acquisition, or the furnishing and equipping of a building or premises for use as a social, recreational drop-in, or day care centre for elderly persons, including the cost of the land, furnishings and equipment.

Eligible Recipients

Municipalities.

"Municipality" means a City, Town, Village, or Township, and includes an area, or Municipality, whether Metropolitan, Regional, or District Municipality. While excluded in the Act, specific authority may be given in a Metropolitan Regional District Municipality Act for coverage for the purposes of the Act.

Conditions and Procedures

- a) The Minister's approval of the municipal bylaw, area sociological needs study, site plans and proposed programmes must be obtained in advance.
- b) An application to the Minister must be in the prescribed form and be accompanied by:
In the case of the erection, alteration or extension of a building or premises.
 - 1) the site plan showing the location of the building or premises on the site,
 - 2) the plans and specifications, prepared by an architect, showing the construction, equipment and arrangements of the centre;
In the case of the acquisition of the building or premises,
 - 1) the site plan showing the location of the building or premises on the site,
 - 2) a structural sketch showing the area or areas in the building or premises to be used as a centre.
- c) The Minister's approval of the corporation or

municipal by-law, site, plans and proposed program must be obtained in advance.

- d) An application for payment of the grant must be made in the prescribed form and be accompanied by:

- 1) the certificate of an auditor certifying:
 - i) the actual cost of the building or premises to the corporation,
 - ii) the actual amount that has been paid by the corporations as of the date of the application,
 - iii) that all refundable sales tax has been taken out.
- 2) the certificate of the architect or professional engineer, in triplicate (Form 3, O. Reg. 235, R.R.O. 1970) certifying that the alteration, extension or acquisition of the building or premises is completed in accordance with the plans approved by the Minister.

Basis of Capital Assistance

Not in excess of 30% of the costs described above, computed in accordance with the Regulations.

Reference

The Elderly Persons Centres Act, R.S.O. 1970, Chap. 140
Reg. 235, R.R.O. 1970 as amended

Further Information

Director, Senior Citizens Branch—
Office on Aging
4th Floor, Hepburn Block
80 Grosvenor Street
Toronto, Ontario M7A 1E9
Phone (416) 965-5103
Area Offices (see list below)

22

ELDERLY PERSONS CENTRES— OPERATING AND SPECIAL PROGRAM GRANTS

Assistance towards

The cost of maintaining and operating social, recreational services, drop-in, or day care centres for elderly persons.

Special grants for programs or services for elderly persons carried out by approved centres.

Eligible Recipients

Municipalities.

"Municipality" means a City, Town, Village or Township, and includes an area, or Municipality, whether Metropolitan, Regional, or District Municipality. While excluded in the Act, specific authority may be given in a Metropolitan Regional District Municipality Act for coverage for the purposes of the Act.

Providing that the Centre has been approved

through the Ministry and the continuing program is satisfactory to the Director, the Province may make grants for maintenance and operation of the centre.

Basis of Assistance

Operating grants to centres shall be 50% of the net monthly expenditure by the municipality, determined in accordance with the regulations, to a ceiling of \$15,000.00 a year whichever is the lesser.

Special Grants

An amount of up to \$15,000.00 in any one year may be made to a municipality in respect of an approved innovative program or services for elderly persons in an approved centre.

NOTE:

"Where non-Municipal and non-profit Corporations establish and operate elderly persons centres, Provincial grants in aid for both capital and operating are conditional on prior payments of at least 20% from the Municipality in which the centre is located or that Municipality together with one or more contiguous Municipalities."

Reference

The Elderly Persons Centres Act, R.S.O. 1970, Chap. 140
The Elderly Persons Centres Amendment Act, 1972
O. Reg. 235, R.R.O. 1970
O. Reg. 99/71; 117/71; 521/71
O. Reg. 40; 346/72
O. Reg. 203/73

Further Information

Director, Senior Citizens Branch—
Office on Aging
4th Floor, Hepburn Block
80 Grosvenor Street
Toronto, Ontario M7A 1E9
Phone (416) 965-5103
Area Offices (see list below)

REGIONAL OFFICES

Northern Ontario

Serving the Districts of Kenora and Rainy River

Keewatin-Kenora

District Office

104 Government Rd.
Box 429
Keewatin P0X 1C0
Telephone: (807) 547-2801

Serving the District of Thunder Bay

Thunder Bay District Office

1200 Walsh St. W.
Thunder Bay P7E 4X4
Telephone: (807) 475-1245

Serving the Districts of Cochrane and Temiskaming

Kirkland Lake District Office

8 Hudson Bay Ave.
Box 398
Kirkland Lake P2N 3J1
Telephone: (705) 567-3391

Serving the Districts of Muskoka, Nipissing and Parry Sound

North Bay District Office

222 McIntyre St. W.
Suite 408,
Box 327
North Bay P1B 2Y8
Telephone: (705) 474-3540

Serving the District of Algoma

Sault Ste. Marie District Office

123 March St.
Box 68
Sault Ste. Marie P6A 5L2
Telephone: (705) 256-5666

Serving the Districts of Manitoulin and Sudbury

Sudbury District Office

127 Cedar St.
3rd Floor
Sudbury P3E 4S6
Telephone: (705) 674-3151
Ext. 271

Southern Ontario

Serving the Counties of Hastings, Lennox and Addington, Northumberland and Prince Edward

Belleville District Office

14 Bridge St. W.
Box 816
Belleville K8N 5B5
Telephone: (613) 962-9562

Serving the Counties of Prescott and Russell, and Stormont, Dundas and Glengarry

Cornwall District Office

132 Second St. E.
Box 1358
Cornwall K6H 5V4
Telephone: (613) 932-3381

Serving the Counties of Frontenac, Leeds and Grenville

Kingston District Office

1055 Princess St.
Suite 103
Kingston K7L 4Y3
Telephone: (613) 544-6206

Serving the Counties of Haliburton, Peterborough, Victoria and the Regional Municipality of Durham

Lindsay District Office

322 Kent St. W.

Lindsay K9V 4S9
Telephone: (705) 324-6128

Serving the Counties of Renfrew, Lanark and the Regional Municipality of Ottawa-Carleton

Ottawa District Office

2197 East Riverside Dr.
Room 201
Ottawa K1H 7X3
Telephone: (613) 737-5520

Serving Metropolitan Toronto

Toronto District Office

110 Eglinton Ave. W.
Toronto M4R 2C9
Telephone: (416) 487-4392

Serving the Counties of Dufferin, Simcoe, Bruce, Grey

Barrie District Office

The Civic Square Tower
70 Collier St., 5th Fl.
Barrie L4M 4Z2
Telephone: (705) 737-1311

Serving the Counties of Brant, Norfolk and Regional Municipalities of Hamilton-Wentworth, Halton, Haldimand

Hamilton District Office

100 Main St. E.
39th and 40th Floor
Hamilton L8N 3N9
Telephone: (416) 526-9300

Serving the Counties of Elgin, Middlesex, Oxford, Huron and Perth

London District Office

495 Richmond St.
London N6A 5A9
Telephone: (519) 438-5111

Serving the Regional Municipality of Niagara

St. Catharines District Office

110 James St.
Box 176
St. Catharines L2R 6S4
Telephone: (416) 688-3022

Serving the Counties of Waterloo and Wellington

Waterloo District Office

75 King St. S.
Suite 501
Waterloo N2J 1P2
Telephone: (519) 886-4700

Serving the Counties of Essex, Kent and Lambton

Windsor District Office

2090 Wyandotte St. E.
3rd Floor
Windsor N9A 3H5
Telephone: (519) 254-1651

Serving the Regional Municipalities of Peel and York

York-Peel District Office

20 Nelson St. W.
Suite 201
Brampton L6X 2M5
Telephone: (416) 453-3181

Section 3 MINISTRY OF CONSUMER AND COMMERCIAL RELATIONS

LAND TITLES SURVEY FUND

Assistance towards

Cost of and incidental to an application

- a) to have land within a municipality registered under The Land Titles Act, or
- b) to have surveyed boundaries of municipality or privately owned lands confirmed under The Boundaries Act.

Eligible Recipients

Any municipality.

Conditions and Procedures

- 1) Municipality must pass a by-law authorizing an application to be made to
 - a) the proper Land Registrar, or
 - b) the Director of Titles.
- 2) Costs to be borne by municipality making application. In the case of the municipality making an application on behalf of the owners of the lands, it may recover the costs by levy of a special rate of assessment on all parcels of land included in the application, or in the municipality.
- 3) Consent of the Director of Titles is required before the Land Registrar proceeds with the application to have the land registered under The Land Titles Act.
- 4) Applications for confirmation under The Boundaries Act are made to the Director of Titles.

Basis of Assistance

Generally 25% of the total survey costs.

References

The Land Titles Act R.S.O. 1970, Chap. 234 Section 34
The Land Titles Amendment Act S.O. 1972, Chap. 132
The Boundaries Act R.S.O. 1970, Chap. 48.

Further Information

Legal and Survey Standards Branch,
Property Rights Division
Ministry of
Consumer and Commercial Relations
3rd Floor, 400 University Avenue
Toronto, Ontario M7A 2J8
Phone (416) 965-7548

Section 4 MINISTRY OF CULTURE AND RECREATION

COMMUNITY PROGRAMMES OF RECREATION

Assistance towards

Community programmes of recreation.

Eligible Recipients

Cities
Towns
Villages
Townships
Territory without municipal organization
Indian Reserves

Conditions and Procedures

- 1) The recreation programme must be approved by the Minister of Culture and Recreation
- 2) The expenditures incurred by the recreation committee must be authorized for payment by the council.

Basis of Assistance

- a) 33⅓% of salary of one full-time municipal recreation director and each assistant municipal recreation director to a maximum of:
\$2,500 per annum—if the director has a Type A Permanent Municipal Recreation Director's Certificate;
\$2,000 per annum—if the director has a Type A Interim Municipal Recreation Director's Certificate;
\$1,600 per annum—if the director has a Type B Permanent Municipal Recreation Director's Certificate;
\$1,200 per annum—if the director has a Type B Interim Municipal Recreation Director's Certificate;
\$600 per annum—if the director has no certificate but who has been approved by the Minister for the purposes of the grant for that year or
\$1,400 per annum—if the director has no certificate but who has, prior to the 31st day of

December, 1964 approved by the Minister for the purpose of the grant that year.

- b) 33⅓% of the salary of each person employed for the purpose of programme leadership or secretarial service to a maximum of \$500 for each person so employed.
- c) 25% of the approved maintenance and operating costs for the year to a maximum of \$1,000.
- d) The total grant is subject to the following maxima:

PURPOSE	POPULATION OF MUNICIPALITY			
	under 25,000	25,000 but under 75,000	75,000 but under 200,000	200,000 or more
Salaries	\$5,000	\$8,000	\$11,000	\$14,000
For all purposes including salaries	\$6,000	\$9,000	\$12,000	\$15,000

The Minister may approve a special grant not exceeding \$5,000 for a programme of recreation conducted in territory without municipal organization or on an Indian reserve.

Reference

The Ministry of Culture and Recreation Act, 1974 O. Reg. 200 R.R.O. 1970 (provisionally)

Further Information

Director, Field Services branch
Ministry of Culture and Recreation
77 Bloor St. W., 6th Floor
Toronto, Ontario M7A 2R9
Phone (416) 965-0617

Regional Offices (see list attached)

2

COMMUNITY RECREATION CENTRES

Assistance towards

The erection, alteration, extension, acquisition by purchase, lease or otherwise, or the renovation of a community recreation centre. Community recreation centres include:

- 1) Community Hall
- 2) Outdoor playing field for multiple activities
- 3) Regulation size tennis courts and amenities as approved by the Minister
- 4) Indoor and outdoor swimming pool
- 5) Snow skiing facility (not cross country ski trails)
- 6) Outdoor or indoor skating arena suitable for use by the community public
- 7) Fun fitness trails and facilities
- 8) Gymnasium
- 9) Cultural centre—to include an auditorium, art gallery, facilities for performance of visual and creative arts

Eligible Recipients

Any municipality (or group of municipalities). Boards with jurisdiction in territory without municipal organization (e.g. Boards of Education, Council of an Indian Band).

(Boards of Education in organized areas will only be eligible for assistance after April 1, 1975 to Centres previously established.)

Conditions and Procedures

- 1) Municipality or board must pass a by-law (or resolution) providing for the establishment, maintenance and operation of one or more community recreation centres.
- 2) Property must be owned, leased, or controlled by agreement subject to Minister's approval.
- 3) Ministerial approval of the project must be obtained before its commencement (if buildings involved, plans, specifications prepared by architect or professional engineer required).
- 4) Application for grant must be accompanied by statement of estimated cost, stage of completion, and copy of the bylaw or resolution providing for the establishment of the community recreation centre.
- 5) Application for payment of a capital grant shall be made to the Minister within 3 years after the expenditure of the amounts applied for.
- 6) A municipality may appoint annually a committee of management consisting of at least three members. If there are five or more members at least two must be members of council. All members must be eligible for council.
- 7) The assistance to Indian Bands and localities without municipal organization is on such terms as the Minister determines.

Basis of Assistance

25% up to \$75,000 per facility, whichever is lesser of approved costs. Where there is an agreement for the joint establishment of a community recreation centre each municipality is eligible for the above proportion of its contribution.

The Minister may approve payments of up to 50% or \$150,000 on a building project which would place an undue financial burden on a municipality.

Special Assistance

Where an applicant provides facilities for handicapped persons that go beyond the requirements of the Building Code Act, 1974, a special grant equal to the additional cost of the special facilities may be available.

Reference

Community Recreation Centres Act, 1974 O. Reg. 236/75

Further Information

Executive Officer

Community Centres Section
Ministry of Culture and Recreation
6th Floor, 77 Bloor St. W.
Toronto, Ontario M7A 2R9
Phone (416) 965-5399
Regional Offices (see list attached)

3 HERITAGE CONSERVATION

Assistance towards

The conservation, protection and preservation of property building and archaeological materials and sites of heritage value in Ontario.

Eligible Recipients

Ontario Municipal Corporations, Conservation Authorities, Heritage Conservation Societies and Groups, private property owners.

Conditions and Procedures

Each application should be by letter, outlining the project proposal.

Further information may be requested by the Ontario Heritage Foundation before the assistance proposal is considered.

Basis of Assistance

By agreement, as approved by the Directors of the Ontario Heritage Foundation.

Reference

Ontario Heritage Act, 1974 and Regulations

Further Information:

Mr. A. B. R. Lawrence, Chairman
Ontario Heritage Foundation
Queen's Park,
Toronto, Ontario
M7A 2R9
Telephone (416) 965-9504
Regional Offices (see list attached)

4 MUNICIPAL AND COUNTY PUBLIC LIBRARY BOARDS

Purpose of Assistance

To aid in the cost of library operation.

Eligible Recipients

- 1) Public Library Boards established under Part I of the Public Libraries Act (generally, Library Boards established by local municipalities).
- 2) County Boards established under Part IV of The Public Libraries Act.

Basis of Assistance

The board shall be paid a grant equal to the

amount computed by multiplying \$1.80 by the population of the municipality or municipalities for which the library is established.

In addition a basic grant of \$15,000 shall be paid to the board of a county library or a county library co-operative for establishment and maintenance of library services.

5 REGIONAL LIBRARY SYSTEM BOARDS

Eligible Recipients

Regional Library System Boards established under Part III of The Public Libraries Act.

Basis of Assistance

The board shall be paid a grant equal to,

- a) the amount computed by multiplying 60¢ by the population of the municipality or municipalities for which the board is established; and
- b) \$4.00 for each square mile area of the region, not in excess of \$300,000.

Limitations

The grant payable shall be not less than the grant paid in 1974.

In addition to the grant payable above, the Minister may make a payment to a board of a regional library system to assist in the development of a province-wide network of library services.

5 FOR INDIAN BANDS

Eligible Recipients

A public library established by the council of an Indian band with the approval of the Minister.

Basis of Assistance

The grant is equal to the amount computed by multiplying \$1.80 by the population of the Indian band.

Reference

The Public Libraries Act, R.S.O. 1970, Chap. 381
S.O. 1971, Chap. 98
S.O. 1972, Chap. 1
O. Reg. 339/72
O. Reg. 446/73
O. Reg. 544/74
O. Reg. 200/77

Further Information

Director of Provincial Library Service
Ministry of Culture and Recreation
7th Floor, 77 Bloor St. W.
Queen's Park, Toronto, Ontario M7A 2R9
Phone (416) 965-2696
Regional Offices (see list attached)

MUSEUMS—DEVELOPMENT**Assistance towards**

The acquisition, construction, alteration or extension of buildings, and the construction and development of a display program for existing museums participating in the grant programme.

Eligible Recipients

- 1) Municipal Museum Board of Management
- 2) Public Library Board
- 3) Conservation Authority
- 4) Council of an Indian Band
- 5) Non-profit Corporation

Conditions and Procedures

A qualified applicant that:

- a) operates a museum that is open to the public for at least 360 or more hours, and sixty or more days of the year;
- b) does not receive money for the operation of the museum from any other provincial agency; and
- c) owns, maintains and displays a collection of artifacts in a building or structure;
- d) may make an application to the Minister accompanied by detailed plans for the project and any other information as required by the Minister;
- e) have the plans approved by the Minister prior to the commencement of any work on the project.

Basis of Assistance

The lesser of

- a) \$5,000 or
- b) 50% of the approved project

Reference

Ministry of Culture and Recreation,
O. Reg. 709/75, R.R.O. 1975
O. Reg. 187/77

Further Information

Director, Heritage Administration Branch
Ministry of Culture and Recreation
7th Floor, 77 Bloor St. W.
Toronto, Ontario M7A 2R9
Phone (416) 965-4021

Regional Offices (see list attached)

MUSEUMS—ESTABLISHMENT**Assistance towards**

Cost of land, or construction or acquisition or alteration or renovation of buildings, architect fees, land surveys and soil tests, as well as equipment

furnishings and displays including installation, with respect to a new museum.

Eligible Recipients

- 1) Municipal Museum Board of Management
- 2) Public Library Board
- 3) Conservation Authority
- 4) Council of an Indian Band
- 5) Non-profit Corporation

Conditions and Procedures

A qualified applicant that:

- a) establishes a museum that it operates and is first open to the public on or after the 1st day of January, 1973;
- b) owns, maintains and displays a collection of artifacts in a building or structure,
- c) may make application in writing to the Minister.
- d) Grant is payable when the Minister is satisfied that the museum is open to public and operating on a regular basis.

Basis of Assistance

The lesser of

- a) \$5,000
- b) 50% of the excess of establishment costs over the sum received for the establishment of the museum from other provincial or federal agencies.

Reference

Ministry of Culture and Recreation,
O. Reg. 709/75, R.R.O. 1975
O. Reg. 189/77

Further Information

Director, Heritage Administration Branch
Ministry of Culture and Recreation
7th Floor, 77 Bloor St. W.
Toronto, Ontario M7A 2R9
Phone (416) 965-4021

Regional Offices (see list attached)

MUSEUMS—MAINTENANCE**Assistance towards**

Maintenance of the museum building, premises, equipment, displays and curatorial salary.

Eligible Recipients

- 1) Municipal Museum Board of Management
- 2) Public Library Board
- 3) Conservation Authority
- 4) Council of an Indian Band
- 5) Non-profit Corporation

Conditions and Procedures

A qualified applicant that:

- a) operates a museum;
- b) does not receive money for the operation of the museum from any other provincial agency; and
- c) owns, maintains and displays a collection of artifacts in a building or structure,
- d) may apply in writing to the Minister before the 1st day of November in any year for a grant in respect of the operation of the museum for the preceding year.

Basis of Assistance

- a) Where the museum is open to the public for at least 1080 hours and at least 180 days of the year, including a minimum of twenty days in each of eight months of the year, be paid a grant of:
 - i) the lesser of \$9,000 or the excess of the gross receipts of the preceding year over the grant paid in such year under this Part or a predecessor thereof, and
 - ii) the lesser of \$3,000 or one-third of the annual salary of each curator and assistant curator of the museum; and
 - iii) where the net receipts of an applicant in a calendar year exceed \$60,000, an amount equal to 10 per cent of the amount over \$60,000, but not to exceed a grant of \$60,000.
- b) where the museum is open to the public for 360 or more hours and sixty or more days of the year but is not eligible for a grant under clause (a), be paid a grant of:
 - i) the lesser of \$6,000 or the excess of the gross receipts of the museum in respect of the preceding year over the grant paid in such year under this Part or predecessor thereof, and
 - ii) the lesser of \$2,000 or one-third of the annual salary of each curator and assistant curator of the museum.

Reference

Ministry of Culture and Recreation,
O. Reg. 709/75 R.R.O. 1975
O. Reg. 187/77

Further Information

Director, Heritage Administration Branch
Ministry of Culture and Recreation
77 Bloor St. W. 7th Floor
Toronto, Ontario M7A 2R9
Phone (416) 965-4021
Regional Offices (see list below)

REGIONAL OFFICES

Northwestern Region

Regional Manager,
435 James Street South
Box 5000
Thunder Bay "F", Ontario
P7E 6E3 (807) 475-1255
Serving: District of Thunder Bay and Northern Isolated Communities.

District Office
Field Consultant
479 Government St.
Dryden, Ontario
P8N 1B1 (807) 223-2271
Serving: Dryden and surrounding area.

Northeastern Region

Regional Manager
215 Oak St. E.
2nd Floor
North Bay, Ontario
P1B 1A2 (705) 474-3821
Serving: Districts of Muskoka, Nipissing and Parry Sound, North Bay

District Office
Field Consultant
1760 Regent Street South
Sudbury, Ontario
P3F 3Z8 (705) 522-1416
Serving: Sudbury, Manitoulin, Cochran, Temiskaming

District Office
Field Consultant
123 March Street
Box 63
Sault Ste. Marie, Ontario
P6A 2Z5 (705) 942-3751
Serving: Sault Ste. Marie, Algoma

Eastern Region

Regional Manager
Rideau Trust Building
11th Floor, Room 1116
1 Nicholas Street
Ottawa, Ontario
K1N 7B7 (613) 232-1116
Serving: Renfrew, Lanark, Counties of Prescott and Russell, United Counties of Dundas, Stormont and Glengarry, Regional Municipalities of Ottawa-Carleton and Northern Grenville.

District Office
Field Consultant
1055 Princess Street
Suite 204
Kingston, Ontario
K7M 1X4 (613) 542-7349
Serving: Counties of Frontenac, Lennox and Addington, Leeds, Kingston and Islands, and South Grenville.

District Office
Field Consultant
14 Bridge Street West
Box 816
Belleville, Ontario
K8P 1H7 (613) 968-3474
Serving: Hastings and Prince Edward County

Western Region

Regional Manager
495 Richmond Street
5th Floor
London, Ontario
N6A 5A9 (519) 438-2947
Serving: Middlesex, Perth, Huron, Lambton, Kent,
Oxford and Elgin Counties.

Western Region

District Office
Field Consultant
251 Goyeau St.
Suite 403
Windsor, Ontario
N8E 1E6 (519) 256-4919
Serving: Windsor and Essex County

District Office
Field Consultant
374 Seventh Avenue
Hanover, Ontario
N4N 2H9 (807) 364-1626
Serving: Grey and Bruce Counties

Central West Region

Regional Manager
1083 Barton Street East
2nd Floor
Hamilton, Ontario
L8L 3E2 (416) 549-2471
Serving: Regional Municipalities of Hamilton-Wentworth, Niagara, Haldimand-Norfolk, Halton and Counties of Wellington and Dufferin.

District Office
Field Consultant
Waterloo Square, Suite #215
Waterloo, Ontario
N2J 1P2 (519) 886-3520
Serving: Regional Municipalities of Waterloo and County of Brant.

Central East Region

Regional Manager
863 Bay Street
3rd Floor
Toronto, Ontario
M7A 2R9 (416) 965-0283
Serving: Metropolitan Toronto, Regional Municipalities of Durham, Northumberland, Peterborough, Victoria and Haliburton, Borough of York and North York, Caledon, Peel, Borough of Etobicoke, East York and Scarborough.

Central West Region

District Office
Field Consultant
114 Worsley St.
Barrie, Ontario
L4M 1M1 (705) 737-3301
Serving: York, Simcoe, Muskoka and Haliburton.

Section 5

MINISTRY OF EDUCATION

1 PHILOSOPHY OF THE ONTARIO GRANTS PLAN

The Ontario Grants Plan supports the goals of local responsibility and equality of education opportunity. Hence, the underlying principles of the Grants Plan are that the financial burden on the local ratepayers of each school board jurisdiction should be directly related to the board's level of expenditure per pupil and furthermore, that the education tax rate expressed in equalized mills should be similar for all board jurisdictions, irrespective of local wealth, for the same level of approved expenditure per pupil.

2 EXPENDITURE

Expenditure levels recognized for grant purposes are identified as approved expenditure. Hence, any expenditure beyond these levels is referred to as unapproved expenditure and must be paid for entirely through the local education tax levy.

Expenditure is categorized as extraordinary, (indicating that the incidence of such expenditure is not common to all boards), or ordinary, (indicating expenditure that is more common to all boards). Extraordinary expenditure includes debt charges, capital expenditure and transportation costs. The amount of extraordinary expenditure will vary widely according to the specific circumstances affecting each board. Some boards may have heavy debt charges. Others, due to geographical considerations, may provide extensive transportation services for their pupils while certain boards may have unusual demands for capital projects due to an expanding student population. All other categories of expenditure are classified as ordinary expenditure. In general, ordinary expenditure is the expenditure incurred in operating the schools.

3 GRANT WEIGHTING FACTORS

Grant weighting factors are designed to recognize both the variation in need for specific educational programs and the cost differentials involved in providing comparable educational services throughout the Province. A school board's grant weighting factor is the sum of the weighting factors it receives for special education, compensatory education, teacher experience and qualifications, and cost differentials. The last was designed to offset regional differences in the price of commodities, cost of services, extra maintenance required on older facilities, the cost of operating technical and occupational programs, and diseconomies experienced by small school boards in both instruction and administrative areas.

4 RATE OF GRANT

In 1977, the rate of grant on recognized ordinary expenditure for a board of average wealth is 60% for elementary school purposes and 54% for secondary school purposes. Due to the principle of equalization inherent in the Grants Plan, a board of less than average wealth receives a higher rate of grant support in comparison to the board of average wealth while a board of greater than average wealth receives a lower rate of grant support.

There are two rates of grant on extraordinary expenditure. For a board of average wealth these rates are 75% for recognized extraordinary expenditure for transportation and debt charges up to \$172 per elementary pupil and up to \$184 per secondary pupil, and for all capital expenditure from current funds. Recognized extraordinary expenditure for transportation and debt charges in excess of these amounts receives support at the rate of 95% for the board of average wealth. Once again, the rate of grant support that an individual board will receive will be higher or lower than these levels depending on whether the wealth of the board is less or greater than average.

5 GRANT CEILINGS ON ORDINARY EXPENDITURE

The Ministry of Education determines annually the maximum per pupil ordinary expenditure recognized for grant purposes. In 1977, the maximum ordinary expenditure recognized for grant purposes is \$1,197 per elementary pupil and \$1,712 per secondary school pupil. These ceilings are adjusted for each school board by their 1977 grant weighting factor. It is on expenditure up to these adjusted ceilings that the Province pays grants at the rate of grant established for each board. Extraordinary expenditure recognized is calculated individually for each school board using formulae which govern approvals for transportation, for debt charges and capital expenditure. The formulae have been developed to recognize the cost of an efficient operation.

As indicated previously, ordinary and extraordinary expenditure in excess of that recognized for grant must be financed totally from local taxes.

GRANT FORMULAE—1977

RECOGNIZED ORDINARY EXPENDITURE

RATE OF GRANT: ELEMENTARY $100 - (40 \times \text{Assessment Index}^{(3)})$
 SECONDARY $100 - (46 \times \text{Assessment Index}^{(3)})$

R.O.E. GRANT FOR AN ELEMENTARY SCHOOL BOARD

	BOARD A	BOARD B	BOARD C	BOARD D
1. Equalized Assessment	\$32,100,000	\$32,100,000	\$64,200,000	\$128,400,000
2. Enrolment	1,000	1,000	1,000	1,000
3. Grant weighting factor	1.0220	1.0370	1.0220	1.0370
4. Equalized assessment per weighted pupil ⁽²⁾	\$ 31,409	\$ 30,955	\$ 62,818	\$ 123,819
5. Assessment index ⁽³⁾	0.48924	0.48217	0.97847	1.92864
6. Rate of grant	80.430%	80.713%	60.861%	22.854%
7. R.O.E. base per pupil	\$ 1,197.00	\$ 1,197.00	\$ 1,197.00	\$ 1,197.00
8. R.O.E. per pupil (No. 3 \times No. 7)	\$ 1,223.33	\$ 1,241.29	\$ 1,223.33	\$ 1,241.29
9. Grant per pupil (No. 6 \times No. 8)	\$ 983.92	\$ 1,001.88	\$ 744.53	\$ 283.68
10. Local share per pupil	\$ 239.41	\$ 239.41	\$ 478.80	\$ 957.61
11. Local share (No. 2 \times No. 10)	\$ 239,410	\$ 239,410	\$ 478,800	\$ 957,610
12. Mill rate on equalized assessment	7.46 mills	7.46 mills	7.46 mills	7.46 mills

(1) PROVINCIAL EQUALIZED ASSESSMENT
 PER WEIGHTED PUPIL

\$ 64,200 Elementary

\$136,700 Secondary

(2) EQUALIZED ASSESSMENT PER WEIGHTED PUPIL

Equalized Assessment

Enrolment \times Grant Weighting Factor

(3) ASSESSMENT INDEX

Equalized Assessment Per Weighted Pupil (2)

\$64,200 (Elementary) or \$136,700 (Secondary)

RECOGNIZED EXTRAORDINARY EXPENDITURE

RATE OF GRANT: First Level (\leq \$172 per elementary pupil and \leq \$184 per secondary pupil)

$100 - (25 \times \text{Assessment Index}^{(3)})^1$

Second Level ($>$ \$172 per elementary pupil and $>$ \$184 per secondary pupil)

$100 - (5 \times \text{Assessment Index}^{(3)})$

R.E.E. GRANT FOR AN ELEMENTARY BOARD FOR 1977 (NO CAPITAL FROM REVENUE)

13. R.E.E. per weighted pupil	\$ 258	\$ 258	\$ 258	\$ 258
<u>FIRST LEVEL</u>				
14. R.E.E. per weighted pupil	\$ 172	\$ 172	\$ 172	\$ 172
15. R.E.E. per pupil (No. 3 \times No. 13)	\$ 175.78	\$ 178.36	\$ 175.78	\$ 178.36
16. Rate of Grant	87.769%	87.946%	75.54%	51.78%
17. Grant per pupil	\$ 154.28	\$ 156.86	\$ 132.78	\$ 92.35
18. Local share per pupil	\$ 21.50	\$ 21.50	\$ 43.00	\$ 86.01
19. Local share (No. 2 \times No. 18)	\$ 21,500	\$ 21,500	\$ 43,000	\$ 86,010
20. Mill rate on equalized assessment	0.67	0.67	0.67	0.67
<u>SECOND LEVEL</u>				
21. R.E.E. per weighted pupil	\$ 86	\$ 86	\$ 86	\$ 86
22. R.E.E. per pupil (No. 3 \times No. 21)	\$ 87.89	\$ 89.18	\$ 87.89	\$ 89.16
23. Rate of Grant	97.554%	97.589%	95.108%	90.357%
24. Grant per pupil	\$ 85.74	\$ 87.03	\$ 83.59	\$ 80.56
25. Local share per pupil	\$ 2.15	\$ 2.15	\$ 4.30	\$ 8.60
26. Local share (No. 2 \times No. 25)	\$ 2,150	\$ 2,150	\$ 4,300	\$ 8,600
27. Mill rate on equalized assessment	0.07	0.07	0.07	0.07

Section 6

MINISTRY OF THE ENVIRONMENT

The following summary of grants and subsidies is based on policies in effect at date of writing. The Ministry of the Environment advises that these items are currently under review and that they should be contacted for current information by users of this booklet.

PROVINCIAL-OWNED WATER AND SEWAGE WORKS FOR AREAS

Assistance towards

The installation of major water and sanitary sewage works facilities which are intended to serve an area.

Eligible Recipients

Two or more municipalities.

Conditions and Procedures

- (a) Two or more municipalities must be involved with existing built-up areas.
- (b) The works, expenditure and related Provincial programme must be approved by the Minister of the Environment.
- (c) The grant is subject to approval at the time of application.
- (d) A public hearing must be held by the Environmental Assessment Board.
- (e) An agreement must be executed between the municipalities and the Ministry of the Environment.

Basis of Assistance

15% of the gross capital costs.

Reference

Announcement made October, 1969.

Further Information

Project Co-ordination Branch
Ministry of the Environment
40 St. Clair Avenue West
Toronto, Ontario M4V 1K6
Phone (416) 965-7062

2

MUNICIPAL WATER AND SEWAGE FACILITIES

Assistance towards

Construction, alteration, renovation or extension of water supply and sewage disposal facilities operated by a municipality or on behalf of an Area municipality or any local board thereof.

Eligible Recipients

Any municipality which has had major restructuring

—including Metropolitan Toronto; Regional Municipalities; District Municipality of Muskoka, Cities of Thunder Bay and Timmins, and restructured counties.

Conditions and Procedures

- a) Applications for assistance must be accompanied by the following:
 - i) reference to the Ministry's preliminary Certificate of Approval
 - ii) a preliminary estimate of the cost of the works including design and supervision fees and other expenditures
 - iii) an estimate of the date on which construction is likely to start and to be completed.
- b) Only costs incurred for works put in place or paid for after April 1, 1974 are eligible.
- c) Following approval of the application the municipality will be informed in writing of the value of the grant to be paid.
- d) Interim and final payments are made upon submission of proof of the completion of construction.

Basis of Assistance

15% of the final certified costs of the project. An interim payment of 10% of the estimated costs will be paid on request when 50% of the contract value has been completed. Final payment is made on the basis of certified final costs less any interim payment.

Further Information

Project Control Section
Ministry of the Environment
40 St. Clair Avenue West
Toronto, Ontario M4V 1K6
Phone (416) 965-1647

PROVINCIAL-OWNED AND MINISTRY FINANCED WATER AND SEWAGE WORKS

Assistance towards

The installation of water and sanitary sewage works facilities.

Eligible Recipient

Generally small municipalities

Conditions and Procedures

- a) Essentially all or the majority of the existing built-up areas must be served.
- b) An agreement must be executed between the Municipality and the Minister of the Environment.
- c) The proposed works and expenditures must be approved by the Minister of the Environment.

Basis of Assistance

The amount of assistance is to be calculated as a percentage of the capital cost of the facilities. The maximum percentage available is 75%. The percentage of subsidy to be made available is determined on certain standards which take into account lot sizes, population, servicing cost, and other factors, in an attempt to keep the annual typical home charges at or about \$110 and \$130 for water and sewage services respectively.

Further Information

Project Co-ordination Branch
Ministry of the Environment
40 St. Clair Avenue West
Toronto, Ontario M4V 1K6
Phone (416) 965-7062

4

WASTE MANAGEMENT AREA PLANNING STUDIES

Assistance towards

Planning the improvement of facilities for the management of solid waste to serve an area.

Eligible Recipients

Counties, regions or a group of municipalities forming a significantly large geographical area.

Conditions and Procedures

- a) By resolution of respective councils, an application is made to the Minister.
- b) A joint Provincial/Municipal advisory committee is set up.
- c) The committee approves terms of reference for the study, selects a consultant, and supervises progress.

Basis of Assistance

50% of study cost.

Reference

Environmental Protection Act
S.O. 1971, Chap. 86

Further Information

Director, Resource Recovery Branch
Ministry of the Environment
4375 Chesswood Drive
Downsview, Ontario M3J 2C2
Phone (416) 636-8015

Section 7 MINISTRY OF HEALTH

1

AMBULANCE SERVICES

Assistance towards

Expenditures in operating a twenty-four hour daily ambulance service.

Eligible Recipients

- 1) Municipalities—includes metropolitan, regional or district municipality but not area municipalities thereof.
- 2) Local Board of Health
- 3) Public Hospital
- 4) Licensed private and volunteer operators

Conditions and Procedures

Ambulance Services

- 1) must be available on twenty-four hour daily basis,
- 2) must conform to the operational policy and procedures of the Ministry as well as The Ambulance Act and Regulations,
- 3) must be a public need for the ambulance service in the area of the proposed operation.

Budget of estimated costs must be prepared and submitted by the date determined by the Ministry in the year prior to that for which the budget is requested. Requests for amendments to the budget may be submitted at a later date.

Every municipality, etc., must provide the Director of Ambulance Services Branch, within 30 days after the end of each quarter, a quarterly financial report.

Every municipality, etc., must provide the Minister within 60 days of the calendar year end an annual financial statement for the preceding year.

Basis of Assistance

Up to 100% of costs as approved by the Minister.

Reference

The Ambulance Act, R.S.O. 1970, Chap. 20, S.O. 1972, Chap. 93, and Ontario Regulation 599/75 as amended.

Further Information

Ambulance Services Branch
Ministry of Health
7 Overlea Boulevard
Toronto, Ontario M4H 1A8
Phone (416) 965-8034

2

BOARDS OF HEALTH

Assistance towards

The expenses of the local Board pertaining to ac-

counts for services performed, materials and supplies supplied, and expenditures incurred in carrying out The Public Health Act or regulations, including expenditures in providing medical and dental inspection of school pupils as provided in the Act.

Eligible Recipients

Local Board of Health

Basis of Assistance

Equal monthly payments may be paid as follows, subject to final adjustments upon receipt of financial statements:

- 1) 25% of expenses of the Board of a Municipality;
- 2) 50% of the expenses of the Board of a Health Unit;
- 3) 75% of expenses of the Board of a District Health Unit.

Conditions and Procedures

- 1) Local Board must prepare and submit annual budget to Minister no later than December 15 for each subsequent year.
- 2) Not later than February 1 the Board must submit an annual financial statement for the preceding year to the Minister.
- 3) Payments may be reduced by:
 - a) 40% where office of M.O.H. remains vacant for 12 months;
 - b) 50% where office of M.O.H. remains vacant for 24 months.

Reference

The Public Health Act, R.S.O. 1970, Chap. 377
O. Reg. 709, R.R.O. 1970
O. Reg. 711, R.R.O. 1970

Further Information

Community Health Division
Ministry of Health
15 Overlea Boulevard
Toronto, Ontario M4H 1A9
Phone (416) 965-2426

3

COMMUNITY HEALTH FACILITIES

Assistance towards

Acquisition, alteration, addition or renovation to existing building(s); renovation of an existing community health centre or part thereof which has become obsolete or inadequate. (Land costs excluded.)

Eligible Recipients

Local Board of Health
Municipal corporations

Non-profit organizations (as designated by regulations)

Basis of Assistance

$\frac{2}{3}$ of the approved costs of the building project, where "approved costs" means that portion of the actual cost of the building project approved by the Minister, including:

- a) fees for architects, consulting engineers, and other consultants as approved by the Minister;
- b) necessary basic equipment and furnishings and the installation thereof;
- c) land survey and soil tests, and necessary paving and sodding but not landscaping, gardens or decorations.

Conditions and Procedures

- 1) Application for grants must be made to Minister and approved prior to issuing of tenders or commencement of work accompanied by preliminary sketch plan in triplicate.
- 2) Applicant must undertake not to mortgage, sell, dispose, alter physically or functionally the facility without approval of Minister.
- 3) Grant is paid in the following portions as building approaches completion:
20% when contract for the building project is signed;
10% for each $\frac{1}{4}$ of the completed work; final payment when work completed to satisfaction of Minister.

Reference

The Public Health Act, R.S.O. 1970, Chap. 377
O. Reg. 702, R.R.O. 1970

Further Information

Community Health Division
Ministry of Health
15 Overlea Boulevard
Toronto, Ontario M4H
Phone (416) 965-2426

4

VENEREAL DISEASE CLINIC

Assistance towards

The cost of treating, examining, supervising and giving after-care to persons infected or suspected of being infected with venereal disease.

Eligible Recipients

Local Boards of Health
Health Units
Hospitals

Conditions and Procedures

- a) A designated venereal disease clinic must be established and maintained.

- b) The Director of the Division of Venereal Disease Control of the Ministry of Health to be permitted to inspect the records, equipment, administration and treatment services of a clinic at any time.
- c) The local board or hospital must cause such examination, treatment, supervision and after-care for venereal disease as is necessary to be given to any person who applies at the clinic.
- d) No charge is to be made for the service given.

Basis of Assistance

An amount of \$7.50 in respect of each clinic attendance.

Reference

The Venereal Disease Prevention Act, R.S.O. 1970, Chap. 479
O. Reg. 89, R.R.O. 1970
O. Reg. 3/71

Further Information

Community Health Division
Ministry of Health
15 Overlea Boulevard
Toronto, Ontario M4H 1A9
Phone (416) 965-4058

5

VENEREAL DISEASE PHYSICIAN'S ACCOUNTS

Assistance towards

Payment of physician's accounts for the treatment of venereal disease in persons who are not insured persons under The Health Services Insurance Act, 1972.

Eligible Recipients

Municipalities

Conditions and Procedures

- a) The physician's account must be received by the municipal treasurer within three months after the services were performed under the direction of the medical officer of health.
- b) i) The physician's account shall be the amount that would be payable for the medical services as insured health services under The Health Insurance Act.
ii) The cost of drugs used for treatment will be payable.
- c) The treasurer must forward the account to the Minister within three months of its receipt.

Basis of Assistance

75% of the amount that would be payable for the medical services as insured health services under The Health Insurance Act, 1972. (Possible increase in late 1975).

Reference

The Venereal Disease Prevention Act, R.S.O. 1970, Chap. 479
O. Reg. 819, R.R.O. 1970
O. Reg. 3/71
The Health Insurance Act, 1972.

Further Information

Community Health Division
Ministry of Health
15 Overlea Boulevard
Toronto, Ontario M4H 1A9
Phone (416) 965-4058

ASSISTANCE TO HOSPITALS CLASSIFICATION OF HOSPITALS

Hospitals are classified as general hospitals, convalescent hospitals, hospitals for chronic patients, active treatment teaching psychiatric hospitals, active treatment hospitals for alcoholism and drug addiction and rehabilitation hospitals, graded as follows:

- a) Group A hospitals are general hospitals providing facilities for giving instruction to medical students of any university;
- b) Group B hospitals are general hospitals having not fewer than 100 beds;
- c) Group C hospitals are general hospitals having fewer than 100 beds;
- d) Group D hospitals are general hospitals operated by the Ontario Division of the Canadian Red Cross Society;
- e) Group E hospitals, being general rehabilitation hospitals;
- f) Group F hospitals are hospitals for chronic patients and having not fewer than 200 beds;
- g) Group G hospitals are hospitals for chronic patients and having fewer than 200 beds;
- h) Group H hospitals are psychiatric hospitals providing facilities for giving instruction to medical students of any university;
- i) Group I hospitals, being hospitals for the treatment of patients suffering from alcoholism and drug addiction;
- j) Group J hospitals, being hospitals designated by the Minister to provide special rehabilitation services for disabled persons in a region of Ontario specified by the Minister for each hospital;
- k) Group K hospitals, being separate organized facilities approved as such by the Minister to provide local diagnostic and treatment services in a community or district to handicapped or disabled individuals requiring restorative and adjustive services in an integrated and co-ordinated program.
- l) Group L hospitals, being hospitals for the treatment of patients suffering from alcoholism and drug addiction and providing facilities for giving instruction to medical students of any

university as evidenced by a written agreement between the hospital and the university with which it is affiliated.

Reference

O. Reg. 726, R.R.O. 1970
O. Reg. 118/71
O. Reg. 244/71
O. Reg. 176/72
O. Reg. 513/72

6

GRANTS FOR HOSPITAL CONSTRUCTION

For community hospitals and for non-teaching portions of university-affiliated teaching hospitals, the Province of Ontario accepts responsibility for two-thirds of the approved cost, which includes the cost of construction, professional fees and necessary basic equipment. Federal hospital construction grants are no longer available to non-teaching hospitals.

Part of the Provincial assistance is in the form of a grant and the remainder of the Province's two-third share constitutes a loan. This loan is made at the rate of 3 percent per annum, with the hospital being required to pay towards the annual amortization cost three-eighths of the differential income on semi-private and private beds in the new accommodation. This income is usually insufficient to meet the annual amortization cost and the Province absorbs the amount of any deficit. (O. Reg. 61/77 and 727/70).

In Ontario Regulation 725/70 regarding capital grants for teaching hospitals, the Province accepts responsibility for the approved cost of university hospitals and of teaching and research facilities forming part of a university-affiliated hospital. Part of the cost is recovered by the Province through the Health Resources Fund.

In Ontario Regulation 724/70, the Province accepts responsibility for the approved cost of a regional rehabilitation hospital, or that part of a hospital which provides special facilities for the medical rehabilitation of patients. To qualify, the hospital is expected to provide a wide range of special services and must be approved by the Minister as a regional rehabilitation centre before becoming eligible for grants on the basis of full cost. For rehabilitation facilities serving a local community or district (e.g. crippled children's treatment centres) the grant amounts to two-thirds of the approved cost. (O. Reg. 407/71).

7

EXTRA GRANTS FOR NORTHERN ONTARIO

Over and above the capital financing assistance amounting to two-thirds of the approved cost which applies to all community hospitals, the Province pays extra grants to hospitals in Northern Ontario as follows:

The Minister may pay a special capital grant by

way of provincial aid to a hospital located in a municipality with a population of not more than 12,000 in a territorial district or a provisional county.

- a) in respect of a building project commenced before the 1st day of June 1974, in an amount not exceeding one-sixth of the approved cost as defined in O. Reg. 722/70 in respect of that part of a building project which has not been completed before the 1st day of June 1974, or
- b) in respect of a building project commenced on or after the 1st day of June 1974, in an amount not exceeding one-sixth of the approved cost as defined in O. Reg. 722/70.

For public hospitals located in a municipality with a population of more than 12,000 in a territorial district or a provisional county, the special grant shall not exceed

- a) an amount equal to the total amount of all contributions other than grants made by Her Majesty in right of Canada and in right of Ontario, made to a building project; or
- b) in the case of,
 - i) a Group B or C hospital, \$500 for each bed or bed-unit, or
 - ii) a Group E, F or G hospital, \$250 for each bed or bed-unit,

whichever is the lesser.

O. Reg. 727/70 as amended by O. Reg. 445/74

Further Information

Institutional Planning—Grants
Ministry of Health
15 Overlea Boulevard
Toronto, Ontario M4H 1A9
Phone (416) 965-8081

Section 8 MINISTRY OF HOUSING

1

HOUSING STUDY GRANTS

Assistance towards

Short-term productive housing studies.

Eligible Recipients

Those regional and area municipalities designated under Ontario Housing Action Program.

Conditions and Procedures

Council must first identify a need for such a study and pass an appropriate resolution. In 1977-78 preference will be given to short-term studies such as preparation of secondary plans and engineering. Detailed criteria available from OHAP.

Basis of Assistance

Study grants for 1977-78 will vary according to potential number of housing starts in the municipality.

Further Information

Ontario Housing Action Program
Ministry of Housing
8th Floor, 56 Wellesley St. W.
Toronto, Ontario M7A 2K4
Phone (416) 965-3173

2 COMMUNITY SPONSORED HOUSING

Assistance towards

The construction and operation of low-cost rental housing for persons of low and moderate income.

Eligible Recipients

Non-profit housing corporations including those sponsored by municipalities.

Conditions and Procedures

The Ontario program is intended to complement sections 15.1 and 34.18 of the federal government's National Housing Act which is operated through Central Mortgage and Housing Corporation.

Basis of Assistance

- 1) Under the terms of section 15.1 (or 34.18 for co-operatives) CMHC provides up to \$10,000 in start-up funds to get a project under way.
In addition, CMHC provides a 100 per cent mortgage to a non-profit corporation for the actual cost of an approved development.
The loan is secured by a mortgage of up to 50 years, presently at a maximum interest rate of 10-½ per cent, which is usually reduced through an interest reduction grant to an effective rate of eight per cent.
- 2) Provincial funding will complement federal assistance. A rent reduction grant is provided on a sliding scale for up to 15 years to non-profit organizations which make units available to families and individuals who qualify for rent supplement.

Further Information

Community Housing Division
12th floor, 101 Bloor Street West
Toronto, Ontario M5S 1P8
Phone (416) 965-9793

3 COMMUNITY PLANNING STUDY GRANTS

Assistance towards

Planning studies for the preparation or update, as appropriate, of:

1. Official Plans and Zoning By-laws
2. Interim land Severance policies
3. Secondary plans

4. Strategy plans
5. Special planning related studies.

Eligible Recipients

Principally Municipalities with populations of 10,000 or less although any Municipality or unorganized Territory may enquire related to its specific needs.

Conditions and Procedures

Priority will be given to:

1. Small Municipalities with little or no planning resources for official plans and zoning bylaws, especially where these will replace existing Minister's zoning orders.
2. Regional, County or district governments for interim land severance policies.
3. The preparation of Secondary Plans where they are necessary.
4. Updating municipal official plans or zoning by-laws to conform with regional official plans.
5. Strategy plans in small municipalities outside defined planning areas with the endorsement of local Council, where one exists, before a comprehensive by-law is prepared and subject to OMB approval.
6. Where deficiencies become apparent in existing Official Plans for which special studies would be beneficial in correcting the situation. Other special planning studies will be considered for grants if they provide an incentive to become involved in a formal planning program. (e.g. Planning Appraisals)

Basis of Assistance

Each application is reviewed on an individual basis. Upon approval, an advance payment of up to 50% of the grant may be made. Final payment is made on the completion of the study and its submission for approval as required.

Further Information

Community Planning Advisory Branch
Ministry of Housing
8th Floor, 60 Bloor St. W.
Toronto, Ontario M4W 3K7
Phone (416) 965-9562

4 NEIGHBOURHOOD IMPROVEMENT PROGRAM

Assistance towards

- a) Selecting the neighbourhood
- b) Developing a Neighbourhood Plan
- c) Acquiring or clearing land for the purpose of providing open space or community facilities in the designated neighbourhood. A municipality cannot use Neighbourhood Improvement Program funds to be reimbursed for land which it already owns.

- d) Acquiring or clearing land to be used for medium and low density housing for individuals or families of low and moderate income where:
 - i) the property consists of residential buildings that are beyond the stage of economic rehabilitation and will be cleared, or;
 - ii) the existing land use is inconsistent with the general character of the area, or;
 - iii) the property is adjacent to (i) or (ii) and is required to assemble a suitable site for the planned reuse of the land.
- e) Capital cost of construction or acquiring and improving social and recreation facilities within the designated neighbourhood.

Operating costs for these facilities are not eligible for funding. Oversize facilities must be pro-rated to determine the eligible cost.

- f) Developing property maintenance and occupancy standards that will apply to the neighbourhood. Actual costs of enforcement are not eligible.
- g) Improving municipal and public utility services.
- h) Administrative and information costs of the program.
- i) Relocation expenses and compensation related to the relocation of individuals or families.
- j) Acquiring or clearing land that may not be used for public open space or community facilities or for medium and low density housing for low and moderate income people and where the land use is not consistent with the general character of the neighbourhood, less the market value of the land after it has been acquired and/or cleared.

Eligible Recipients

All municipalities.

Conditions and Procedures

- 1) Area to be rehabilitated must be mainly residential primarily inhabited by low or moderate income people.
- 2) Significant portion of housing stock must be in need of rehabilitation.
- 3) Neighbourhood facilities deficient (e.g., playgrounds, community centres).
- 4) Neighbourhood is potentially stable in terms of land uses and densities as reflected by existing or contemplated official plans, zoning by-laws.
- 5) The implementation stage can only begin after the neighbourhood improvement concept has been formulated and approved by the Province and CMHC.

Basis of Assistance

Up to 25% of cost of items listed above.

Reference

The Planning Act, R.S.O. 1970, Chapter 349

Further Information

Community Renewal Branch
Ministry of Housing
5th Floor, 801 Bay Street
Toronto, Ontario M7A 2L9
Phone (416) 965-2826

5

ONTARIO HOME RENEWAL PROGRAM (OHRP)

Assistance towards

OHRP provides per capita grants to municipalities to administer directly as loans to owner-occupants in that municipality whose adjusted annual family income is no greater than \$12,500. The prime objective of these loans is the repair of faulty structural and sanitary conditions and the upgrading of the plumbing, heating and electrical systems of the residences of the eligible owner-occupant to bring their housing up to municipal health and safety standards.

The maximum amount of an OHRP loan to an applicant from the participating municipality shall not exceed \$7,500, less any federal funding. The amount of interest charged on this loan will be determined by the annual family income of the applicant; a portion of the loan may be "forgiven" and therefore need not be paid back, upon completion of a designated number of years of continuous occupancy.

Eligible Recipients

- a) All Ontario municipalities are eligible to receive OHRP funds if they have adopted and are enforcing property maintenance and occupancy standards or are willing to implement building and/or health and safety standards to be used as guidelines in providing financial aid to property owners.
- b) Owner-occupants are eligible provided the annual "adjusted family income" of the owner-occupant does not exceed \$12,500, and the house is below the standards referred to under (a) above.

Conditions and Procedures

Every municipality that receives a grant shall:

- a) ensure that loans made to supplement assistance received by owners from Federal funding shall not exceed 25 per cent of the annual grant made by the Minister under this Regulation to the municipality;
- b) ensure that there be taken in the name of the municipality as security for any loan, including the forgivable and repayable portions thereof, a lien as provided for by subsection 2 of section 2a of the Act and shall follow the proce-

dures set forth in subsections 2 and 3 or sections 2a of the Act;

- c) establish a fund and deposit in the fund all monies received pursuant to this Regulation, all monies received in repayment of loans made under this Regulation, and all interest accruing thereon; and
- d) provide the Minister with whatever information, records of accounts he may require pertaining to any application, loan or any other matter provided for in this Regulation.

Reference

The Housing Development Act, R.S.O. 1970, Chapter 213.

Further Information

Community Renewal Branch
Ministry of Housing
8th Floor, 60 Bloor St. W.
Toronto, Ontario M4W 3K7
Phone (416) 965-2826

Section 9 MINISTRY OF INDUSTRY AND TOURISM

1 INDUSTRIAL PARKS PROGRAM

Assistance towards

Facilitating the municipal financing for the development of serviced industrial land.

Eligible Recipients

Municipalities in Eastern and Northern Ontario which meet certain qualifying criteria.

Basis of Assistance

Assistance to qualifying municipalities will be provided by the Government in the form of repayable loans. Where a municipality needs to purchase land for the development of an industrial park, the loan will cover 50% of the acquisition and servicing costs. In the case of a municipality owning sufficient land but needing to service it, the loan will provide 75% of the cost of servicing. To facilitate the financing during the early years of the development, the interest on the Government loan will be forgiven entirely for the first year, 75% during the second year, 50% during the third year and 25% during the fourth. In the fifth year, full interest payments will apply. Further, principal payments will be deferred throughout the first five years with a payments schedule commencing in the sixth year.

References

The Development Corporations Act, R.S.O. 1973 as amended

Further Information and Application Procedures Contact the

Director,
Industry Branch
7th Floor, Hearst Block
Toronto, Ontario M7A 2E4
Phone (416) 965-7196
or

Field Offices of Ministry of Industry and Tourism
Phone 965-0410 for locations – Toronto

Section 10 MINISTRY OF NATURAL RESOURCES

1 ACCESS ROADS TO PROVINCIAL PARKS

Assistance towards

The construction, reconstruction or maintenance of a road under the jurisdiction and control of a municipality, for the purpose of providing access to a Provincial Park.

Eligible Recipients

Any municipality.
Road commissioners under The Statute Labour Act.

Conditions and Procedures

Approval for an agreement must be obtained from the Lieutenant Governor in Council.

Basis of Assistance

By agreement with the Minister of Natural Resources.

Reference

The Provincial Parks Act. R.S.O. 1970, Chap. 371

Further Information

Park Management Branch,
Ministry of Natural Resources
Room 3321, Whitney Block, Queen's Park
Toronto, Ontario M7A 1W3
Phone (416) 965-2745
Regional Offices (see list below)

2 PARKS ASSISTANCE

Assistance towards

- a) The acquisition of land for an approved park;
- b) The development of an approved park;

- c) The conversion of a provincial or public park into an approved park.

Eligible Recipients

Any municipality (including school boards in territory without municipal organization). Any Indian Band (which, under the Indian Act (Canada), controls and manages its revenues).

Conditions and Procedures

- 1) Applicant must have unencumbered title to land, or hold a long term lease.
- 2) Park must be maintained and operated for the enjoyment of the public in a manner complementary to the use of provincial parks, and may provide overnight camping and trailer facilities at comparable fees.
- 3) Approval of the purchase or development of the proposed park lands must be approved by the Minister in advance.
- 4) If the purpose of the park is the development of a natural beach for recreation, then overnight camping facilities and entrances controlling admission do not need to be provided and no entrance fees need be charged.

Basis of Assistance

Up to 50% of the total cost of acquisition and development or to a maximum of \$100,000 in respect of any one park. (Grant towards land acquisition not to exceed \$25,000.) Grant may be paid on either beach development park, camping park, or a combination of both.

Reference

The Parks Assistance Act, R.S.O. 1970, Chap. 337
O. Reg. 652, R.R.O. 1970

Further Information

Administrator Parks Assistance Act
Division of Parks
Ministry of Natural Resources
3rd Floor, Whitney Block, Queen's Park
Toronto, Ontario M7A 1W3
Phone (416) 965-6278

Regional Offices (see list below)



RECREATIONAL DEVELOPMENT IN CONSERVATION AREAS

Assistance towards

Fencing, building of roads within the areas, parking and sanitary facilities, drinking water, refreshment booths, facilities for collecting fees, beaches, picnic areas, trails, etc.

Eligible Recipients

Any Conservation Authority.

Conditions and Procedures

- a) Municipal member on Authority should present project to Authority for adoption.
- b) Proposed expenditures must be approved by the Minister of Natural Resources.
- c) Grants may be made by the Minister to an Authority.

Basis of Assistance

50% of the assistance described above.

Reference

The Conservation Authorities Act, R.S.O. 1970, Chap. 78

Further Information

Director, Conservation Authorities Branch
Ministry of Natural Resources
5th Floor, Whitney Block, Queen's Park
Toronto, Ontario M7A 1W3
Phone (416) 965-6287

Regional Offices (see list below)



CONSERVATION AREAS

Assistance towards

The purchase and development of approved land purchased primarily in the interest of conservation, including areas of woodland, flood plain land, swamps which feed the headwaters of streams, small areas for reforestation and areas for demonstrating special conservation practices.

Development includes fences, woodland improvement, woodland roads and trails, fire breaks, stream improvements.

Eligible Recipients

Any Conservation Authority.

Conditions and Procedures

- a) Municipal member on Authority should present project to Authority for adoption.
- b) Proposed expenditures must be approved by the Minister of Natural Resources.
- c) Grants may be made by the Minister to an Authority.

Basis of Assistance

50% of the assistance described above or as approved.

Reference

The Conservation Authorities Act, R.S.O. 1970, Chap. 78

Further Information

Director, Conservation Authorities Branch

Ministry of Natural Resources
5th Floor, Whitney Block, Queen's Park
Toronto, Ontario M7A 1W3
Phone (416) 965-6287

Regional Offices (see list below)

5 WATER CONTROL STUDY (ENGINEERING)

Assistance towards

Engineering studies to determine the physical and financial feasibility of constructing water control structures.

Eligible Recipients

Any Conservation Authority.

Conditions and Procedures

- a) Municipal member on Authority should present project to Authority for adoption.
- b) Proposed expenditures must be approved by the Minister of Natural Resources.
- c) Grants may be made by the Minister to an Authority.

Basis of Assistance

75% of the assistance described above.

Reference

The Conservation Authorities Act, R.S.O. 1970, Chap. 78

Further Information

Director, Conservation Authorities Branch
Ministry of Natural Resources
5th Floor, Whitney Block, Queen's Park
Toronto, Ontario M7A 1W3
Phone (416) 965-6287

Regional Offices (see list below)

6 WATER CONTROL STRUCTURES

Assistance towards

Channel improvements, erosion control and related works, construction and maintenance.

Eligible Recipients

Any Conservation Authority.

Conditions and Procedures

- a) Municipal member on Authority should present project to Authority for adoption.
- b) Proposed expenditures must be approved by the Minister of Natural Resources.
- c) Grants may be made by the Minister to an Authority.

Basis of Assistance

50% of construction costs, 75% of maintenance costs.

Reference

The Conservation Authorities Act, R.S.O. 1970, Chap. 78

Further Information

Director, Conservation Authorities Branch
Ministry of Natural Resources
5th Floor, Whitney Block, Queen's Park
Toronto, Ontario M7A 1W3
Phone (416) 965-6287

Regional Offices (see list below)

7 DAMS—CONSTRUCTION

Assistance towards

The building of dams and reservoirs for the prevention of flooding and conservation of water. The maintenance and operation of major dams.

Eligible Recipients

Any Conservation Authority.

Conditions and Procedures

- a) Municipal member on Authority should present project to Authority for adoption.
- b) Proposed expenditures must be approved by the Minister of Natural Resources.
- c) Grants may be made by the Minister to an Authority.

Basis of Assistance

50% of the cost of land and of the first \$30,000 of construction cost. 100% of any additional construction cost. 75% of operation and maintenance costs.

Reference

The Conservation Authorities Act, R.S.O. 1970, Chap. 78

Further Information

Director, Conservation Authorities Branch
Ministry of Natural Resources
5th Floor, Whitney Block, Queen's Park
Toronto, Ontario M7A 1W3
Phone (416) 965-6287

Regional Offices (see list below)

8 FIRES ON CROWN LANDS WITHIN FIRE REGIONS

Assistance towards

The cost of extinguishing fires originating from or

confined to Crown lands within municipalities where no agreement (as in #9) exists.

Eligible Recipients

Cities
Towns
Villages
Townships
Improvement Districts

Conditions and Procedures

- a) The above assistance applies in fire regions.
- b) Satisfactory proof that the fire started on Crown land within the municipal limits must be furnished by the municipality.
- c) Invoices showing costs incurred must be submitted to the Minister of Natural Resources.

Basis of Assistance

Total cost where fire proven to have started on Crown land within the municipality.

Reference

The Forest Fires Prevention Act, R.S.O. 1970, Chap. 179

Further Information

Forest Fire Control Branch
Ministry of Natural Resources
Room 5619, Whitney Block, Queen's Park
Toronto, Ontario M7A 1W3
Phone (416) 965-2781

Regional Offices (see list below)

9 FIRE IN FIRE REGIONS

Assistance towards

Prevention and control of grass, brush or forest fires in organized municipalities having an agreement with the Ministry.

Eligible Recipients

Cities
Towns
Villages
Townships
Improvement Districts

Conditions and Procedures

- a) The above assistance applies only in fire regions.
- b) A chief honorary fire warden must be appointed and as many honorary fire wardens as is deemed necessary for the enforcement of the Forest Fire Prevention Act within the municipality.
- c) The municipality must acquire and maintain in good repair fire fighting equipment which is, in the opinion of the Minister of Natural Re-

sources, adequate to combat grass, brush or forest fires.

Basis of Assistance

By agreement.

Reference

The Forest Prevention Act, R.S.O. 1970, Chap. 179

Further Information

Forest Fire Control Branch
Ministry of Natural Resources
Room 5619, Whitney Block, Queen's Park
Toronto, Ontario M7A 1W3
Phone (416) 965-2781

Regional Offices (see list below)

10 SURVEYS, COORDINATE CONTROL

Assistance towards

The installation and maintenance of coordinate control networks for mapping, geographical referencing of data and for cadastral surveys.

Eligible Recipients

Any municipality.

Conditions and Procedures

The Minister may enter into an agreement with any municipality for the performance of coordinate control survey and the installation and maintenance of monuments.

Basis of Assistance

Usually on a cost sharing arrangement.

Reference

The Surveys Act, R.S.O. 1970, Chap. 453

Further Information

Surveys and Mapping Branch
Ministry of Natural Resources
Whitney Block, Queen's Park
Toronto, Ontario M7A 1W3
Phone (416) 965-6225

Regional Offices (see list below)

11 SURVEYS, MUNICIPAL

Assistance towards

A survey made for the purpose of fixing the position of a disputed or lost line, boundary or corner that is in the municipality and that has been surveyed under competent authority or under The Land Titles Act or The Registry Act.

Eligible Recipients

Municipalities.

Conditions and Procedures

- 1) The council of a municipality or the board of trustees of an improvement district, upon its own motion, may, or upon the petition of one-half of the landowners affected shall, pass a by-law authorizing an application to the Minister to cause a survey to be made.
- 2) A surveyor selected by the municipality is appointed and instructed by the Minister to make the survey. Upon confirmation and subsequent registration the survey becomes an original survey within the meaning of The Surveys Act.

Basis of Assistance

Subject to negotiation.

Reference

The Surveys Act, R.S.O. 1970, Chap. 453, Part VIII

Further Information

Surveys and Mapping Branch
Ministry of Natural Resources
Whitney Block, Queen's Park
Toronto, Ontario M7A 1W3
Phone (416) 965-6225

Regional Offices (see list below)

12

LAND FOR FORESTRY PURPOSES

Assistance towards

The purchase of lands suitable for "forestry purposes" as defined in The Forestry Act.

Eligible Recipients

Counties
Townships
Conservation Authorities
Villages with a population over 10,000 who have a Forestry Agreement with the Minister of Natural Resources under The Forestry Act.

Conditions and Procedures

- a) The approval of the Minister must be sought before purchase.
- b) The land must be put under the existing Forestry Agreement.
- c) The land may not be sold for any purpose inconsistent with forestry purposes without the approval of the Lieutenant Governor in Council.
- d) The land may not be sold, leased or otherwise disposed of without the approval of the Lieutenant Governor in Council.
- e) Grants may be made by the Minister to an agreement holder.

Basis of Assistance

Grants must not exceed 75% of the purchase price and 50% of the legal fees or as approved.

Reference

The Forestry Act, R.S.O. 1970, Chap. 181 S.O. 1971, Chap. 17; Chap. 50

Further Information

Forest Management Branch
Ministry of Natural Resources
Whitney Block, Queen's Park
Toronto, Ontario M7A 1W3
Phone (416) 965-2785

Regional Offices (see list below)

REGIONAL OFFICES

Northern Ontario

Northwestern Region
Regional Director
808 Robertson Street, Box 5160
Kenora P9N 3X9 (807) 468-3111

North Central Region
Regional Director
435 James Street South, P.O. Box 5000
Thunder Bay P7C 5G6 (807) 475-1261

Northern Region
Regional Director
140 Fourth Avenue, Box 3000
Cochrane P0L 1C0 (705) 272-4287

Northeastern Region
Regional Director
390 Bay Street, Box 1900
Sault Ste. Marie P6A 5N9 (705) 949-1780

Southern Ontario

Algonquin Region
Regional Director
Brendale Square, Box 9000
Huntsville P0A 1K0 (705) 789-9611

Eastern Region
Regional Director
Provincial Government Building
South Boundary Road
Kemptville K0G 1J0 (613) 258-3413

Central Region
Regional Director
10670 Yonge Street
Richmond Hill L4C 3C9 (416) 884-9203

Southwestern Region
Regional Director
1106 Dearness Drive
London N6E 1N9 (519) 681-5350

Section 11 MINISTRY OF REVENUE

1

RETAIL SALES TAX

Municipalities and local boards thereof are exempt from retail sales tax on the purchase of the following items:

- a) Materials purchased directly or through a contractor for incorporation into capital works. (Capital works means buildings or other structures and includes machinery directly servicing such buildings or structures. It does not include machinery or equipment used in water or sewage treatment plants, utility substations, etc.)
- b) Fire fighting vehicles, street flushers and street sweepers costing over \$1,000. per vehicle.
- c) Buses to provide public transportation (but not school buses), street cars and subway cars.
- d) Chemicals used in sewage treatment or water purification.

Reference

Retail Sales Tax Act, Chap. 415, R.S.O. 1970.

Further Information

Retail Sales Tax Branch District Offices and the areas served by each are listed below:

BELLEVILLE

208 Dundas St. E.
K8N 1E3
Regional Municipality of Durham—Town of Newcastle
County of Frontenac
Provisional County of Haliburton
County of Hastings
County of Lennox & Addington
County of Northumberland
County of Peterborough
County of Prince Edward
County of Victoria
(613) 962-9108

HAMILTON

361 King St. W.
L8P 1B4
County of Brant
Regional Municipality of Halton
Regional Municipality of Peel
Regional Municipality of Hamilton-Wentworth
(416) 528-8393

KITCHENER

824 King St. W.—4th Floor
N2G 1G1
County of Huron
County of Perth
Regional Municipality of Waterloo
County of Wellington
(519) 744-6318

LONDON

310 Wellington Rd.
N6C 4P4
County of Elgin
County of Lambton
County of Middlesex

County of Oxford
(519) 433-4033

NORTH BAY

1500 Fisher St.
Northgate Plaza
P1B 2H3
District of Cochrane
District of Nipissing
District of Parry Sound
District of Temiskaming
(705) 474-4900

ORILLIA

19 Front St. N.
P.O. Box 670
L3V 6K5
County of Bruce
County of Dufferin
County of Grey
District Municipality of Muskoka
County of Simcoe
Regional Municipality of Durham
—Township of Brock
—Township of Uxbridge (Scott)
Regional Municipality of York
—Township of Georgina
—Township of East Gwillimbury
(705) 326-3519

OTTAWA

Hampton Park Plaza
1419 Carling Ave.
K1Z 7L7
Regional Municipality of Ottawa-Carleton
United Counties of Stormont, Dundas & Glengarry
United Counties of Prescott & Russell
United Counties of Leeds & Grenville
County of Lanark
County of Renfrew
(613) 728-5887

SUDBURY

1536 LaSalle Blvd.
P3A 1Z7
District of Algoma
District of Manitoulin
District of Sudbury
Regional Municipality of Sudbury
(705) 674-3151

THUNDER BAY

435 James Street South
P.O. Box 5000
P7C 5G6
District of Kenora
District of Rainy River
District of Thunder Bay
(807) 475-1681

TORONTO

2300 Yonge St.
10th Floor
M4P 1H6
Regional Municipality of Durham
—City of Oshawa
—Town of Ajax
—Town of Pickering
—Town of Whitby
—Township of Scugog
—Township of Uxbridge (Uxbridge)
Regional Municipality of York
—Town of Aurora
—Town of Markham
—Town of Newmarket
—Town of Richmond Hill
—Town of Vaughan

—Town of Whitchurch-Stouffville
—Township of King
Regional Municipality of Metropolitan Toronto
(416) 487-7161

WELLAND
76 Division St.
L3B 3Z7
Regional Municipality of Haldimand-Norfolk
Regional Municipality of Niagara
(416) 732-1318
(In St. Catharines and in Niagara Falls)
(416) 688-1360
(416) 688-1368

WINDSOR
374 Ouellette Ave.
N9A 1A8
County of Essex
County of Kent
(519) 252-4405

Section 12
MINISTRY OF THE SOLICITOR
GENERAL

POLICE RADIO COMMUNICATIONS
SERVICES

Assistance towards

Costs incurred by municipal police forces in up-
grading police radio communications services
which incorporate an inter-communications (Com-
mon Channel) capability and ease of access to the
Canadian Police Information Centre.

Eligible Recipients

Municipalities which have not been incorporated in
regional governments (regions are aided by start-
up costs).

Conditions and Procedures

- a) New radio systems must have the provincial
inter-communications capability and provide
for all necessary "satellite" access to CPIC
computer terminals.
- b) Systems design, performance and operation
must meet minimum standards as set forth by
the Ontario Police Commission.
- c) Application for financial assistance must be
submitted by police forces on award of system
contract and approved as meeting the Com-
mission's minimum standards by the Technical
Services Branch.
- d) Financial assistance is limited to actual one-
time capital costs as detailed in a formally sub-
mitted and approved "Project". Recurring
lease or rental items are not eligible.
- e) The Chairman of the Ontario Police Commis-
sion must approve the "Project Submissions".

Basis of Assistance

The program in Ontario permits the sharing of ap-
proved activity expenditures as follows:

	Large Systems	Small Systems
By the Province	50%	75%
By the Municipality	50%	25%

*A large system is, by definition, one which contains more
than one radio channel for support of normal police opera-
tions (not including inter-communications or CPIC channels).

Reference

Letter to—Chiefs of Police
Boards of Commissioners of Police
Police Committees of Council

Date: February 14, 1974
File: Technical Services Branch COM 01-02

Further Information

Ontario Police Commission
Technical Services Branch
Ministry of the Solicitor-General
10th Floor, The George Drew Building
25 Grosvenor St., Toronto, Ontario.
M7A 2H3
Phone (416) 965-3281

Section 13
MINISTRY OF TRANSPORTATION
AND COMMUNICATIONS

ROADS, BRIDGES AND CULVERTS

Assistance towards

The construction and maintenance of roads,
bridges and culverts.

Eligible Recipients

Regional, District and Metropolitan Municipalities
Counties
Townships
Improvement Districts
Villages
Towns
Cities and separated towns
Indian Reserves

Conditions and Procedures

- a) The Minister will annually advise the eligible
recipients of the moneys allocated for road im-
provements for that year and on request may
make supplementary allocation.
- b) Work on which a claim is being made must be
included in a detailed statement covering an-
nual estimated expenditures on roads for the
calendar year (due March 31st) or in a supple-

mentary statement and be approved by the Minister of Transportation and Communications.

- c) Municipalities shall make annually, and may with the consent of the Minister at any time during the progress of road construction and maintenance, submit to the Minister:

- 1) a detailed statement of receipts and expenditures in the form prescribed by the Minister;
- 2) a declaration of the road superintendent that the statement of receipts and expenditures is correct and the work has been done in accordance with the requirements of the Minister;
- 3) a declaration of the treasurer that the statement is correct; and
- 4) petition for the payment of the subsidy, authorized by resolution of council (or, in the case of country, an interim statement by resolution of the road committee).

- d) Cities or separated towns must contribute toward construction and maintenance of suburban roads to be eligible for grants.

Basis of Assistance

Counties

50% of road and bridge construction and maintenance;

up to 80% of road and bridge construction and maintenance if the Minister of Transportation and Communications regards the needs and financial capability of the municipality merit it.

Townships, Improvement Districts and Indian Reserves.

50% of road construction and maintenance under ordinary conditions;

80% of bridge and culvert construction and maintenance under ordinary conditions; up to 80% of road construction and maintenance if the Minister of Transportation and Communications regards the economic conditions merit it; up to 100% of bridge and culvert construction and maintenance if the Minister of Transportation and Communications regards the economic conditions merit it.

Non-Separated Towns or Villages

50% of road construction and maintenance;

up to 80% for bridges and culverts construction and maintenance if the Minister of Transportation and Communications regards the needs and financial capability of the municipality merit it.

Cities or Separated Towns

50% of road, bridge and culvert construction and maintenance.

Regions, Metro Toronto and District of Muskoka
50% of road and bridge construction and maintenance;

up to 80% of road and bridge construction and maintenance if the Minister of Transportation

and Communications regards the needs and financial capability of the municipality merit it.

References

The Public Transportation and Highway Improvement Act, R.S.O. 1970, Chap. 201

The Municipality of Metropolitan Toronto Act, R.S.O. 1970, Chap. 295

S.O. 1971, Chap. 7 and 80

Further Information

Manager, Municipal Roads Office
Ministry of Transportation
and Communications
Downsview, Ontario M3M 1J8
Phone (416) 248-3621

2

SUBURBAN ROADS

Assistance towards

Expenditures on suburban roads and bridges.

Eligible Recipients

Counties

Conditions and Procedures

- a) A suburban roads commission must be appointed.
- b) An appropriation must be made to the suburban roads commission by the county council.

Basis of Assistance

50% of road and bridge construction and maintenance

up to 80% of road and bridge construction and maintenance if the Minister of Transportation and Communication regards the needs and financial capability of the municipality merits it.

Reference

The Public Transportation and Highway Improvement Act, R.S.O. 1970, Chap. 201

Further Information

Manager, Municipal Roads Office
Ministry of Transportation
and Communications
Downsview, Ontario M3M 1J8
Phone (416) 248-3621

3

KING'S HIGHWAY CONNECTING LINKS

Definition

A route which connects parts of the King's Highway or an extension of the King's Highway.

Assistance towards

- i) The cost of construction in cities and separated towns.
- ii) The cost of construction and maintenance in towns, villages, and townships.

Eligible Recipients

Cities and Separated Towns
Towns
Villages
Townships
Counties

Conditions and Procedures

- a) The highway must be designated a connecting link by the Lieutenant Governor in Council.
- b) Where the work is undertaken as a local improvement under The Local Improvement Act, the owner's share of the cost shall not be included in the cost of the work upon which the Province's contribution is calculated.

Basis of Assistance

By agreement with the Minister, subject to the following maximums:

- a) Where the highway is in a town, not being a separated town, having a population of not more than 2,500 or in a village or township having a population of not more than 2,500: the cost of the eligible items of construction and maintenance of the connecting link route including roadways or additional widths of roadway necessary to permit the proper interchange of traffic with the connecting link.
- b) Where the highway is in a town, not being a separated town, having a population of more than 2,500 or in a village or township having a population of more than 2,500:
90% of the cost of the eligible items of construction and maintenance of the connecting link route including roadways or additional widths of roadways necessary to permit the proper interchange of traffic with the connecting link.
- c) Where the highway is in a separated town or city:
75% of the cost of the eligible items of construction of the connecting link route including roadways or additional widths of roadways necessary to permit the proper interchange of traffic with the connecting link.

Reference

The Public Transportation and Highway Improvement Act, R.S.O. 1970, Chap. 201
S.O. 1971, Chap. 61
S.O. 1973, Chap. 20; Chap. 67

Further Information

Manager, Municipal Roads Office

Ministry of Transportation
and Communications
Downsview, Ontario M3M 1J8
Phone (416) 248-3621

4

DEVELOPMENT ROADS

Assistance towards

The construction and maintenance of a road or proposed road which, because of the requirements of traffic, the Minister of Transportation and Communications considers should be constructed, improved or maintained to a higher standard than is reasonable having regard to the economic situation of the municipality.

Eligible Recipients

Townships
Improvement Districts
Towns and Villages in Territorial Districts

Conditions and Procedures

- a) The road or proposed road must be designated by the Minister of Transportation and Communications as a development road.
- b) An agreement with the Minister is required.

Basis of Assistance

Any proportion up to 100% of construction and maintenance costs, except property acquisition, damage claims and fencing.

Reference

The Public Transportation and Highway Improvement Act, R.S.O. 1970, Chap. 201
S.O. 1971, Chap. 61
S.O. 1973, Chap. 20; Chap. 67

Further Information

Manager, Municipal Roads Office
Ministry of Transportation
and Communications
Downsview, Ontario M3M 1J8
Phone (416) 248-3621

5

LOCAL ROADS BOARDS—TERRITORY WITHOUT MUNICIPAL ORGANIZATION

Assistance towards

The cost of work performed on local roads in an area in which a local roads board has been elected.

Eligible Recipients

Local Roads Boards

Conditions and Procedures

- a) Local roads area must have been established and a Local Roads Board elected under the provisions of The Local Roads Boards Act.
- b) The secretary-treasurer of the board must remit to the Minister of Transportation and Communications an amount equal to taxes received, less incidental administrative cost.
- c) Ministry of Transportation and Communications personnel supervise the work.

Basis of Assistance

As designated by the Minister.

Reference

The Local Roads Boards Act, R.S.O. 1970, Chap. 256

The Public Transportation and Highway Improvement Act, R.S.O. 1970, Chap. 201

S.O. 1971, Chap. 61

S.O. 1973, Chap. 20; Chap. 67

Further Information

Manager, Municipal Roads Office
Ministry of Transportation and Communications
Downsview, Ontario M3M 1J8
Phone (416) 248-3621

5 STATUTE LABOUR BOARDS AND GROUPS —TERRITORY WITHOUT MUNICIPAL ORGANIZATION

Assistance towards

The cost of work performed on local roads in unincorporated areas other than those in which local roads boards have been formed.

Eligible Recipients

Statute Labour Boards and Groups in territory without municipal organization.

Conditions and Procedures

A Statute Labour Board must have been elected under provisions of the Statute Labour Act or where there are not the requisite number of landholders, a group may appoint an agent and make application for aid to the Ministry of Transportation and Communications.

Basis of Assistance

An amount equal to the Group's contribution or to the value of acceptable statute labour work on roads and up to 100 percent of the total cost for bridges and culverts.

Reference

The Statute Labour Act, R.S.O. 1970, Chap. 445

The Public Transportation and Highway Improvement Act, R.S.O. 1970, Chap. 201

S.O. 1971, Chap. 61

S.O. 1973, Chap. 210; Chap. 67

Further Information

Manager, Municipal Roads Office
Ministry of Transportation
and Communications
Downsview, Ontario M3M 1J8
Phone (416) 248-3621

7

SIDEWALKS ON KING'S HIGHWAY OR COUNTY ROAD

Assistance towards

Construction of sidewalks on the King's Highway or a County Road.

Eligible Recipients

Townships

Conditions and Procedures

- a) The authority of the Minister of Transportation and Communications to construct the sidewalk must be obtained.
- b) Upon completion of the work the township must apply to the Minister for payment.

Basis of Assistance

A maximum of 50% of the cost of the work.

Reference

The Public Transportation and Highway Improvement Act, R.S.O. 1970, Chap. 201

Further Information

Manager, Municipal Roads Office
Ministry of Transportation
and Communications
Downsview, Ontario M3M 1J8
Phone (416) 248-3621

8

MUNICIPAL TRANSPORTATION PLANNING

Assistance towards

Studies of the development and improvement of transportation systems (including all modes of transporting people and goods).

Eligible Recipients

Regional municipalities
Cities
Towns
Townships
Counties
Separated towns
Villages

Conditions and Procedures

Agreement with the Minister of Transportation and Communications.

Basis of Assistance

By agreement with the Minister, up to 75% of cost.

Reference

The Public Transportation and Highway Improvement Act, R.S.O. 1970, Chap. 201

Further Information

TRANSIT—Manager, Transit Office
ROADS—Manager, Municipal Roads Office
Ministry of Transportation
and Communications
Downsview, Ontario M3M 1J8
Phone (416) 248-3795

9

TRANSPORTATION

Assistance towards

- a) Subway construction
- b) Transit capital assistance
- c) The operation of a public transportation system

Eligible Recipients

- a) Metropolitan or Regional municipalities are eligible with regard to subway construction provided the rapid transit system is designated by the Lieutenant Governor in Council.
- b) All municipalities are eligible for capital assistance and operation of a public transportation system under criteria designated by the Minister.

Conditions and Procedures

- a) Assistance for subway construction is provided under conditions and procedures outlined in a Municipal Transit Manual which is available from the address shown below.
- b) Having regard for the cost of the operation of the public transportation service, the Minister may determine the extent to which expenditures are eligible for financial assistance. Submission is to be made in accordance with instructions contained in a Municipal Transit Manual available to each municipality from the address shown below.

Basis of Assistance

- a) 75% of the subway construction expenditures property chargeable to subway construction.
- b) 75% of the cost of buses, trolleys and transit terminals, etc.
- c) Percentage of operating costs based on population.

Reference

The Public Transportation and Highway Improvement Act, R.S.O. 1970, Chap. 201
S.O. 1971, Chap. 61
S.O. 1973, Chap. 20; Chap. 67

Further Information

Manager, Municipal Transit Office
Ministry of Transportation and Communications
Downsview, Ontario M3M 1J8
Phone (416) 248-3621

Section 14 MINISTRY OF TREASURY, ECONOMICS AND INTERGOVERNMENTAL AFFAIRS

11

INVOLVEMENT IN MUNICIPAL ADMINISTRATION

Assistance towards

Training of students of municipal administration and planning in local government.

Eligible Recipients

All municipalities, including municipal planning boards.

Conditions and Procedures

- 1) Students employed should be registered in an urban or regional planning program, or a recognized public or business administration course or in related programs of study such as urban geography, political science, economics or commerce at a University or Community College approved under the program.
- 2) Municipality will have a qualified senior staff member supervising and directing the student work program, which should ensure that the training will be beneficial towards the student's academic studies.
- 3) The number of students so employed is initially limited to the lesser of two of each class for any municipality, or the number employed in the previous year. New participants are initially limited to one student.
- 4) The deadline for the initial allotment of positions is April 1st each year.
- 5) Records and working papers used in compiling data used on final claim for reimbursement must be retained so costs may be verified.

Basis of Assistance

80% of student's weekly salary, to a maximum of \$125 per student per week, for a period of 20 weeks.

After application has been approved an advance payment of 80% of the estimated reimbursable payroll costs as shown on the application will be processed to the municipality.

Further Information

Subsidies Branch
Local Government Services Division
Ministry of Treasury, Economics and
Intergovernmental Affairs
5th Floor, 56 Wellesley Street West
Toronto, Ontario M7A 2R8
Phone (416) 965-3500

Regional Offices (see list below)

2

MUNICIPAL AND SCHOOL TAX CREDITS

Assistance towards

The recovery of municipal and school tax credits or refunds granted in respect to real property owned or occupied by persons 65 years of age or over.

Eligible Recipients

Municipalities
School boards in unorganized territory.

Conditions and Procedures

The procedures for claiming provincial reimbursement for the credits and refunds allowed are set out in detail in a Memorandum obtainable from the Ministry of Treasury, Economics and Intergovernmental Affairs.

In summary the municipality or school board, after formally adopting the provisions of the Act and upon granting tax credits or refunds, is required to arrange for the registration of the Province's interest by Notice of Lien against the property in respect of which a tax credit or refund has been allowed.

The municipal treasurer is then required to complete a "Record of Tax Credits Allowed" (copies obtainable from the Ministry) which includes a claim for reimbursement. In due course this form, together with such other documents as a "Summary of Tax Credits Allowed", a certified copy of the Notice of Lien and a "Certificate of Allowance" must be submitted to the Ministry.

Basis of Assistance

Reimbursement by the Province of 100% of the amount of credits and refunds allowed each year, provided that

- a) no credit or refund exceeds the lesser of \$150 or one-half of the municipal and school taxes imposed in respect of the eligible property,
- b) no credit or refund is allowed to any person in respect of more than one such property in any one year.

Reference

The Municipal and School Tax Credit Assistance Act, R.S.O. 1970, Chap. 285
Ministry of Treasury, Economics and
Intergovernmental Affairs Memorandum

Further Information

Subsidies Branch
Local Government Services Division
Ministry of Treasury, Economics and Intergovernmental Affairs
5th Floor, 56 Wellesley Street West
Toronto, Ontario M7A 2R8
Phone (416) 965-3500

Regional Offices (see list below)

3

MUNICIPAL TAX ASSISTANCE— LOCAL IMPROVEMENT, DRAINAGE ASSESSMENTS AND WATER, SEWAGE, AND GARBAGE RATES

Assistance towards

Payment of local improvement and drainage assessments.

Eligible Recipients

All Municipalities

Conditions and Procedures

The property on which the payment is made must be provincially owned, but not including properties owned or held in trust by the Ontario Hydro.

Basis of Assistance

Special assessments made under The Local Improvement Act, The Drainage Act and sections 354(1)(78) and 362 of The Municipal Act.

Reference

The Municipal Tax Assistance Act, R.S.O. 1970, Chap. 292

Further Information

Subsidies Branch
Local Government Services Division
Ministry of Treasury, Economics and Intergovernmental Affairs
5th Floor, 56 Wellesley Street West
Toronto, Ontario M7A 2R8
Phone (416) 965-2428
Regional Offices (see list below)

4

PAYMENTS-IN-LIEU—BUSINESS TAX

Assistance towards

Payment in lieu of business taxes.

Eligible Recipients

All Municipalities

Conditions and Procedures

There must be situate within the municipality land which is occupied or used by the Crown in right of Ontario or any Crown agency for the purpose or in connection with any business. The legislative, executive, and administrative activities of the Government of Ontario shall not be deemed to be the carrying on of a business.

Basis of Assistance

An amount may be paid equal to what would have been produced if that part of the commercial mill rate which is levied for general municipal purposes were applied against the business assessment as determined by the Ministry of Revenue for the previous year.

Reference

The Municipal Tax Assistance Act, R.S.O. 1970, Chap. 292

Further Information

Subsidies Branch
Local Government Services Division
Ministry of Treasury, Economics and Intergovernmental Affairs
5th Floor, 56 Wellesley Street West
Toronto, Ontario M7A 2R8
Phone (416) 965-2428

Regional Offices (see list below)

4a

PAYMENTS-IN-LIEU—REAL PROPERTY

Assistance towards

Payments in lieu of real property tax.

Eligible Recipients

All Municipalities

Conditions and Procedures

There must be situate within the municipality provincial property not occupied by a Crown Agency (the exceptions set out in Section 3(6) of The Municipal Tax Assistance Act should be noted).

Basis of Assistance

An amount may be paid equal to what would have been produced if the commercial mill rate levied for general municipal purposes had been applied to the real property assessment as determined by the Ministry of Revenue in the previous year.

Reference

The Municipal Tax Assistance Act, R.S.O. 1970, Chap. 292

Further Information

Subsidies Branch
Local Government Services Division
Ministry of Treasury, Economics and Intergovernmental Affairs
5th Floor, 56 Wellesley Street West
Toronto, Ontario M7A 2R8
Phone (416) 965-2428

Regional Offices (see list below)

5

PROVINCIAL PARKS MUNICIPAL TAX ASSISTANCE

Assistance towards

Compensation for municipal tax revenue loss involved in provincial parkland ownership.

Eligible Recipients

All municipalities.

Conditions and Procedures

The municipality must contain all or part of a provincial park within its boundaries. A provincial park in this context, means a provincial park, and parks operated under The Niagara Parks Act, The St. Clair Parkway Commission Act, 1966; or the St. Lawrence Parks Commission Act, a wilderness area, a historical park.

Basis of Assistance

- 1) The greater of \$5.00 per acre for each of the first 100 acres of the park, and \$2.00 for each acre in excess of 100 acres to a maximum of 10,000 acres, or
 - 2) \$100.00
- Municipalities whose jurisdiction includes any part of The Niagara Escarpment Planning Area, or The Parkway Belt Planning Area as defined by the respective acts, are eligible for such payments.

Reference

The Provincial Parks Municipal Tax Assistance Act, 1974.

Further Information

Subsidies Branch
Local Government Services Division
Ministry of Treasury, Economics and Intergovernmental Affairs
5th Floor, 56 Wellesley Street West
Toronto, Ontario M7A 2R8
Phone (416) 965-2428

Regional Offices (see list below)

6

SPECIAL EMERGENCY

Assistance towards

Costs of works of an emergency nature caused by

flooding and erosion (dyke and road repair, pumping) due to high water levels in the Great Lakes.

Eligible Recipients

Any municipality bordering on the Great Lakes.

Conditions and Procedures

- a) Works must be those for which municipality is directly responsible in order to maintain adequate level of service.
- b) Notification of participation of each emergency situation must be forwarded to the Ministry.
- c) Final eligible costs subject to Ministerial criteria.
- d) Upon approval of the notification of participation, the province will forward funds equal to 60% of total estimated eligible amount.

Basis of Assistance

80% of the final actual eligible costs of the works—less any other provincial grant contributions made or to be made in connection with such works.

Further Information

Subsidies Branch
Local Government Services Division
Ministry of Treasury, Economics
and Intergovernmental Affairs
5th Floor, 56 Wellesley Street West
Toronto, Ontario M7A 2R8
Phone (416) 965-7499

Regional Offices (see list below)

6a

SHORELINE PROPERTIES

Assistance to

Owners of properties bordering lakes, rivers or other bodies of water, to repair or to protect their properties from damage due to water or ice action.

Through the Agency of

The municipality, which must pass a borrowing by-law pursuant to "The Shoreline Property Assistance Act, 1973". Such by-law must be approved in accordance with Sections 64 and 65 of The Ontario Municipal Board Act. Municipalities within Regional Municipalities must also submit the by-law to the Regional Municipality.

Procedures

The individual property owner makes application to the municipality for a loan. When approved work is completed and inspected, the municipality (or the Regional Municipality on its behalf) may debenture the amount to be loaned with the Province, and pass a rating by-law providing for repayment by equal annual installments on the annual property taxes.

Basis of Assistance

Loans at the rate of 8% per annum with a term of 20 years. The maximum loan available in respect of any individual property is

- i) in respect of building repairs, 90% of the cost of such repairs or \$20,000.00, whichever is the lesser
- ii) in respect of protective works, 90% of the cost of such works or \$150 per shoreline foot, whichever is the lesser

Reference

Please refer to the Shoreline Property Assistance Act, 1973 for full details.

Further Information

Subsidies Branch
Local Government Services Division
Ministry of Treasury, Economics and
Intergovernmental Affairs
5th Floor, 56 Wellesley Street West
Toronto, Ontario M7A 2R8
Phone (416) 965-7499

7

UNCONDITIONAL GRANTS

These grants consist of:

per capita grants—general
—police
—density
resource equalization grants
general support grants
special support grants

I. PER CAPITA GRANTS

Assistance towards the cost of providing municipal services and in recognition of the larger per capita expenditures that municipalities with larger populations* are required to make on certain municipal services.

*Population for grant purposes will be determined in accordance with the regulations made under The Ontario Unconditional Grants Act, 1975.

Eligible Recipients

- A) Cities
Towns
Villages
Townships
Improvement Districts
- B) All metropolitan, regional and district municipalities, including the County of Oxford, on behalf of their area municipalities.

Basis of Assistance

Each group in "A" above receives a payment, based on its population, according to the next schedule.

General Per Capita Grants—1977 Schedule

Population Range	Rate of Grant
0 — 5,000	$\$7.00 \times (\text{Pop.})$
5,001 — 10,000	$\$35,000 + \$7.40 \times (\text{Pop. over } 5,000)$
10,001 — 15,000	$\$72,000 + \$7.60 \times (\text{Pop. over } 10,000)$
15,001 — 20,000	$\$110,000 + \$7.80 \times (\text{Pop. over } 15,000)$
20,001 — 25,000	$\$149,000 + \$8.00 \times (\text{Pop. over } 20,000)$
25,001 — 50,000	$\$189,000 + \$8.20 \times (\text{Pop. over } 25,000)$
50,001 — 75,000	$\$394,000 + \$8.40 \times (\text{Pop. over } 50,000)$
75,001 — 100,000	$\$604,000 + \$8.60 \times (\text{Pop. over } 75,000)$
100,001 — 200,000	$\$819,000 + \$8.80 \times (\text{Pop. over } 100,000)$
200,001 or more	$\$1,699,000 + \$9.00 \times (\text{Pop. over } 200,000)$

In addition to the rate shown in the schedule, each municipality receives \$10.00 per capita if it provides its own police force or is under contract with the Ontario Provincial Police in accordance with The Police Act.

Municipalities in group "B" above receive assistance as follows:

- 1) \$10.00 per capita.
- 2) (a) \$15.00 per capita where a regional municipality is deemed to be a city for the purposes of The Police Act.
- (b) \$10.00 per capita, based on population of each area municipality providing its own law enforcement by its own force or under contract with the Ontario Provincial Police in accordance with The Police Act.
- 3) An amount per capita based on density of each area municipality. See schedule below.

Density	Amount per Capita
0.15 and under	\$5.00
over 0.15 to 0.30	4.00
over 0.30 to 0.45	3.00
over 0.45 to 0.60	2.00
over 0.60 to 0.75	1.00
over 0.75	nil

Each year group "B" municipalities shall credit each "area municipality" with the amount attained by multiplying the population of the area municipality by the sum of:

- i) \$10.00
- ii) \$15.00 where a regional municipality is deemed to be a city under The Police Act or \$10.00 if the area municipality provides its own law enforcement; and
- iii) the amount determined under the density schedule above.

Further Information

Intergovernmental Finance and Grants Policy
Branch, Ministry of Treasury, Economics and
Intergovernmental Affairs
4th Floor, Frost Building South
Toronto, Ontario M7A 1Y7
Phone (416) 965-3505

Regional Offices (see list below)

II. RESOURCE EQUALIZATION GRANT

Assistance towards municipalities with relatively low local resource bases to provide some of the finances required to upgrade local servicing.

Eligible Recipients

All lower-tier municipalities.

Conditions and Procedures

The Resource Equalization Grant provides to each lower-tier municipality whose equalized assessment for 1976 is below \$10,650 per capita, an amount based on the proportion that 60 per cent of such deficiency of equalized assessment per capita bears to \$10,650 as applied to the net levy of the lower-tier municipality. The maximum grant rate is 25 per cent of the 1976 net general dollar levy.

Net general dollar levy for the purposes of the REG means the combined lower and upper-tier municipality 1976 tax requirements, adjusted for changes in surplus position and excluding school boards.

An example of how the REG formula works is provided below:

Equalized Per Capita Assessment	\$ 7,000
Assessment Deficiency (\$10,650—\$7,000)	\$ 3,650
Deficiency as Per Cent of \$10,650	34.27%
60 Per cent of Deficiency	20.56%
1976 Levy (excluding schools)	\$ 1,250,000
1976 Resource Equalization and Support Grants Entitlements	\$ 310,000
1976 Decrease in Surplus	\$ 5,000
Total Adjusted 1976 Levy	\$ 1,565,000
1977 Resource Equalization Grant (at 20.56%)	\$ 321,764

III. SUPPORT GRANTS

Assistance towards the financing of municipal services.

Conditions and Procedures

- a) General Support Grant: Provides an amount equal to 6 per cent of 1976 net general dollar levies to all municipalities, both upper and lower-tier. Net general dollar levy for the purposes of support grants means a municipality's own-account 1976 tax requirements.
- b) Special Support Grant: Provides an amount equal to 18 per cent of 1976 net general dollar levies to all municipalities situated in the northern part of Ontario in recognition of the generally higher costs of municipal goods and services in such areas.
- c) Special Support Grant: Provides an amount equal to 18 per cent of 1976 net general dollar levies to all municipalities situated in the District of Parry Sound and to the Townships of Airy and Chisholm and the Improvement District of Cameron.

Further Information

Intergovernmental Finance and Grants Policy
Branch

Ministry of Treasury, Economics and
Intergovernmental Affairs
4th Floor, Frost Building South
Queen's Park
Toronto, Ontario M7A 1Y7
Phone (416) 965-3505
Regional Offices (see list below)

PURCHASE OF DEBENTURES

The Province provides an auxiliary financial assistance for municipalities by purchasing their debentures (under certain circumstances) as described below:



ONTARIO EDUCATION CAPITAL AID CORPORATION

Assistance towards

Purchasing from school boards and municipalities debentures issued by them for school undertakings.

Eligible Borrowers

Any school board or municipality that is authorized to issue debentures for school undertakings.

Conditions and Procedures

- 1) All debentures must have been approved by the Ontario Municipal Board.
- 2) The amount to be borrowed from the Corporation on an undertaking may not exceed that portion of the cost authorized by the Ontario Municipal Board to be debentured and that has not been so financed by the proceeds of a sale of debentures.
- 3) Term of loan will be determined by the borrower but may not exceed the term approved by the Ontario Municipal Board.

Rates of Interest

Are subject to market conditions but should be below the rate at which the borrower could borrow in the public market.

Further Information

Municipal Finance Branch
5th Floor, Frost Building South
Queen's Park
Toronto, Ontario M7A 1Y7
Phone (416) 965-2451
Regional Offices (see list below)



ONTARIO MUNICIPAL IMPROVEMENT CORPORATION

Assistance towards

Purchasing from Ontario municipalities debentures covering municipal undertakings.

Conditions and Procedures

- 1) For municipalities with populations under 20,000, the Corporation will purchase debentures issued by them for any municipal purpose.
- 2) For municipalities of over 20,000 the Corporation's purchases are limited to the following issues:
 - a) waterworks and water supply distribution systems.
 - b) sewage works, treatment works, sewer systems or sewers as defined in section 362 of The Municipal Act,
 - c) plants and works for the incineration of garbage refuse and waste,
 - d) drainage works under The Drainage Act.
- 3) For municipalities over 100,000 population the corporation will purchase debentures for the erection or alteration of stadia.
- 4) The amount to be borrowed from the Corporation on an undertaking may not exceed that portion of the cost authorized by the Ontario Municipal Board to be debentured and that has not been so financed by the proceeds of a sale of debentures.
- 5) Term of the loan in years is as determined by the municipality, but may not exceed the term approved by the Ontario Municipal Board.

Rates of Interest

- 1) The Corporation intends, wherever possible, to purchase debentures at par.
- 2) For a municipality having population under 20,000 rate of interest will be comparable to that being paid by larger Ontario municipalities.
- 3) For municipalities of over 20,000 the Corporation is a "lender of last resort" for the purposes listed in (2) of Conditions and Procedures. The rate, therefore, will be somewhat higher than that being paid by larger Ontario municipalities with good credit ratings.
- 4) Loans for the erection or alteration of stadia, the rate of interest will be determined at the time application for the loan is received.

Further Information

Municipal Finance Branch
5th Floor, Frost Building South
Queen's Park
Toronto, Ontario M7A 1Y7
Phone (416) 965-2451
Regional Offices (see list below)

N.B.: Because of the complexity of processing debentures and the possible need for interim financing, it is strongly advised that municipalities contemplating the use of the above corporations contact the Municipal Finance Branch well in advance of the need for the financing for the complete details on procedures and terms.

ONTARIO UNIVERSITIES CAPITAL AID CORPORATION

Assistance towards

Purchasing from municipalities debentures issued by them for library purposes approved by the Minister of Culture and Recreation.

Eligible Borrowers

Any municipality as defined.

Conditions and Procedures

- 1) All debentures must have been approved by the Ontario Municipal Board.
- 2) The amount to be borrowed from the Corporation on an undertaking may not exceed that portion of the cost authorized by the Ontario Municipal Board to be debentured and that has not been so financed by the proceeds of a sale of debentures.
- 3) Term of loan will be determined by the borrower but may not exceed the term approved by the Ontario Municipal Board.

Rates of Interest

Are subject to market conditions but should be below the rate at which the borrower could borrow in the public market.

Further Information

Municipal Finance Branch
5th Floor, Frost Building South
Queen's Park
Toronto, Ontario M7A 1Y7
Phone (416) 965-2451
Regional Offices (see list below)

REGIONAL OFFICES

Central Ontario Regional Office

Director
2nd Floor, 47 Sheppard Ave. East
Willowdale (416) 226-6578

Serves: Regional Municipalities of Durham, Halton, Haldimand-Norfolk, Halton, Peel, Hamilton-Wentworth, Niagara, Waterloo; and Counties of Brant, Dufferin, Northumberland, Peterborough and Wellington.

Sub-Office
15B Matchedash Street
Orillia (705) 325-6144

Serves: Regional Municipality of Muskoka, and Counties of Haliburton, Simcoe and Victoria.

Eastern Ontario Regional Office

Director
244 Rideau Street
Ottawa K1N 5Y3 (613) 232-9446

Serving: Regional Municipality of Ottawa-Carleton, and Counties of Frontenac, Leeds and Grenville, Lennox and Addington, Prescott and Russell, Renfrew; Stormont, Dundas and Glengarry, Prince Edward and Hastings.

Southwestern Ontario Regional Office

Director
7th Floor, 495 Richmond Street
London N6A 5A9 (519) 438-7255
Serving: Counties of Bruce, Elgin, Essex, Grey, Huron, Kent, Lambton, Middlesex, Oxford, Perth.

Northeastern Ontario Regional Office

Director
1349 Lasalle Boulevard
Sudbury P3A 1Z2 (705) 566-0901
Serving: Districts of Algoma, Cochrane, Manitoulin, Parry Sound, Nipissing, Sudbury, Timiskaming.

Northwestern Ontario Regional Office

Director
435 James Street South, P.O. Box 5000
Thunder Bay P7C 5G6 (807) 475-1621
Serving: Districts of Kenora, Rainy River, Thunder Bay.

Section 15 ONTARIO HYDRO

1 PAYMENTS IN LIEU OF TAXES— BUSINESS ASSESSMENT

Assistance towards

Payments in lieu of business taxes on:

- a) lands owned by and vested in Ontario Hydro;
- b) buildings used exclusively for executive and administrative purposes and owned by and vested in the Ontario Hydro; and
- c) generating station buildings and transformer station buildings owned by and vested in the Ontario Hydro;

excepting where property is residential or where land or buildings are rented to other persons for commercial purposes or rented land not presently required for Ontario Hydro purposes.

Eligible Recipients

Cities
Towns
Villages
Townships
Improvement Districts

Basis of Payment

An amount equal to what would have been pro-

duced if the commercial mill rate had been applied to 60% of the real property assessment as determined by Ministry of Revenue.

The total of payments from the Ontario Hydro to any municipality shall not exceed 50% of the tax levy, exclusive of local improvements, in any one year.

Reference

The Power Corporation Act, R.S.O. 1970, Chap. 354 as amended.

Further Information

Assessment and Taxation Officer Ontario Hydro
700 University Avenue
Toronto, Ontario M5G 1X6
Phone (416) 592-3245

2

PAYMENTS IN LIEU OF TAXES— BUSINESS ASSESSMENT, ELECTRICAL GOODS RETAIL

Assistance towards

Payments in lieu of business taxes on buildings owned or occupied by the Ontario Hydro for carrying on the business of retail selling of electrical goods, supplies or appliances.

Eligible Recipients

Cities
Towns
Villages
Townships
Improvement Districts

Basis of Payment

An amount equal to what would have been produced if the commercial mill rate had been applied to the business assessment as determined by the Ministry of Revenue.

The total of payments from the Ontario Hydro to any municipality shall not exceed 50% of the tax levy, exclusive of local improvements, in any one year.

Reference

The Power Corporation Act, R.S.O. 1970, Chap. 354 as amended.

Further Information

Assessment and Taxation Officer
Ontario Hydro
700 University Avenue
Toronto, Ontario M5G 1X6
Phone (416) 592-3245

3

PAYMENTS IN LIEU OF TAXES— GENERATING AND TRANSFORMER STATIONS

Assistance towards

Payments in lieu of property taxes on generating station building or transformer station buildings owned and vested in the Ontario Hydro, except in cases where the plant is not in operation.

Eligible Recipients

Cities
Towns
Villages
Townships
Improvement Districts

Conditions and Procedures

The assessment is to be based on \$8 for each square foot of inside ground floor area of the actual buildings housing generating, transforming and auxiliary equipment and machinery, multiplied by the equalizing factor used by the Ministry of Revenue.

Basis of Payment

An amount equal to what would have been produced if the commercial mill rate had been applied to the assessment.

The total of payment from the Ontario Hydro to any municipality shall not exceed 50% of the tax levy, exclusive of local improvements, in any one year.

Reference

The Power Corporation Act, R.S.O. 1970, Chap. 354 as amended.

Further Information

Assessment and Taxation Officer
Ontario Hydro
700 University Avenue
Toronto, Ontario M5G 1X6
Phone (416) 592-3245

4

PAYMENT IN LIEU OF TAXES— LANDS AND BUILDINGS

Assistance towards

Payments in lieu of property taxes on:

- lands owned by and vested in Ontario Hydro,
- buildings used exclusively for executive and administrative purposes and owned by and vested in Ontario Hydro, or,
- buildings owned by and vested in the Ontario Hydro and rented by it to other persons.

Eligible Recipients

Cities
Towns
Villages
Townships
Improvement Districts

Basis of Assistance

An amount equal to what would have been produced if the commercial mill rate had been applied to the real property assessment as determined by the Ministry of Revenue, except on residential properties in which case the residential mill rate would be applied.

The total of payments from the Ontario Hydro to any municipality shall not exceed 50% of the tax levy, exclusive of local improvements, in any one year.

Reference

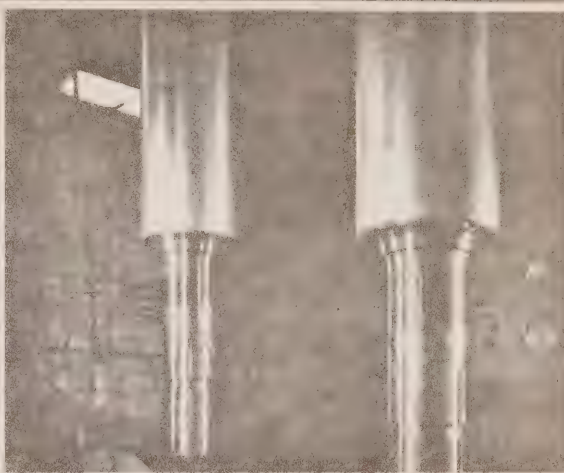
The Power Corporation Act, R.S.O. 1970, Chap. 354 as amended.

Further Information

Assessment and Taxation Officer
Ontario Hydro
700 University Avenue
Toronto, Ontario M5G 1X6
Phone (416) 592-3245

Investing in Our Future:

Ontario's Regional
Priority Budget 1973-1978





Ministry of Treasury,
Economics and
Intergovernmental
Affairs

Ministry of
Northern Affairs

Investing in Our Future:

Ontario's Regional
Priority Budget 1973-1978

The Honourable
W. Darcy McKeough
Minister

The Honourable
Leo Bernier
Minister

A. Rendall Dick
Deputy Minister

Tom Campbell
Deputy Minister

Copies of this report are available at the Ontario Government Bookstore, 880 Bay Street, Toronto, for 50 cents.

Highlights

Where the
Money Goes

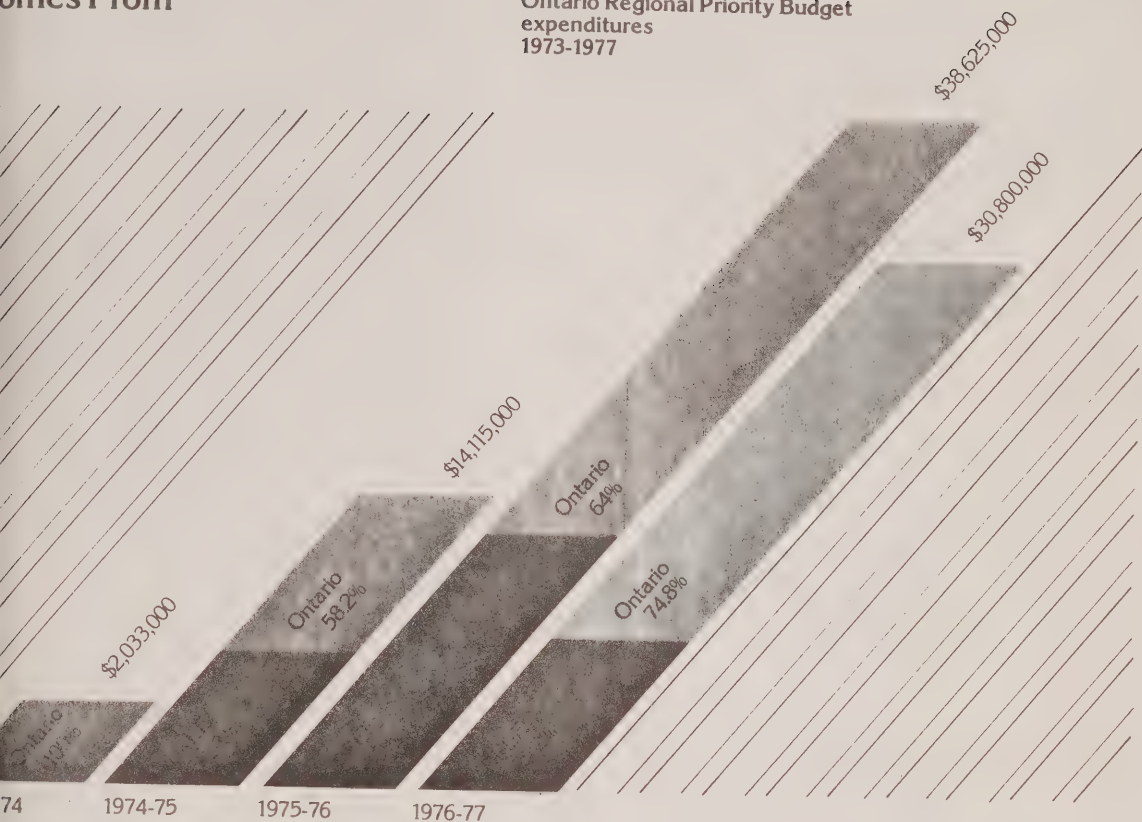
Regional Priority Budget
Total expenditures
1973-1978

Expenditures by Project Type (\$000's)	73-74	74-75	75-76	76-77	(77-78)*	TOTAL	%
Community Infrastructure (water and sewage)		8,641	26,184	18,345	26,742	79,912	56.0
Industrial Park Servicing			690	1,606	6,482	8,778	6.2
Resources Development (access roads)	783	4,025	7,407	7,453	8,963	28,631	20.0
Services							
Regional Infrastructure (telecommunications, roads)	1,213	900	3,071	3,128	13,616	21,928	15.4
Labour Development		172	91	94	119	476	0.3
Social Development	37	377	1,182	174	500	2,270	2.1
Total	2,033	14,115	38,625	30,800	56,422	141,995	100.0

*† estimates

Where the Money comes From

DREE* Ontario shares of
Ontario Regional Priority Budget
expenditures
1973-1977



E — Department of Regional Economic Expansion

Investing in Our Future

The challenge

Ontario is one of the richest provinces in Canada in terms of individual opportunity and aggregate economic wealth. There are, however, economic disparities within the Province.

For example, the rate of development in some parts of Northern and Eastern Ontario traditionally has not kept pace with the overall development of the province.

The reasons for these disparities vary, but the common denominators tend to be a limited range of economic activity and limited growth of employment opportunities, particularly in some older industries.

Meeting the challenge

One of the major objectives of the Ontario Government is to enable all areas of the province to participate fully in our economic development and share in the benefits of our economic well-being. The Province of Ontario has been directly meeting the challenges of alleviating disparities within Ontario.

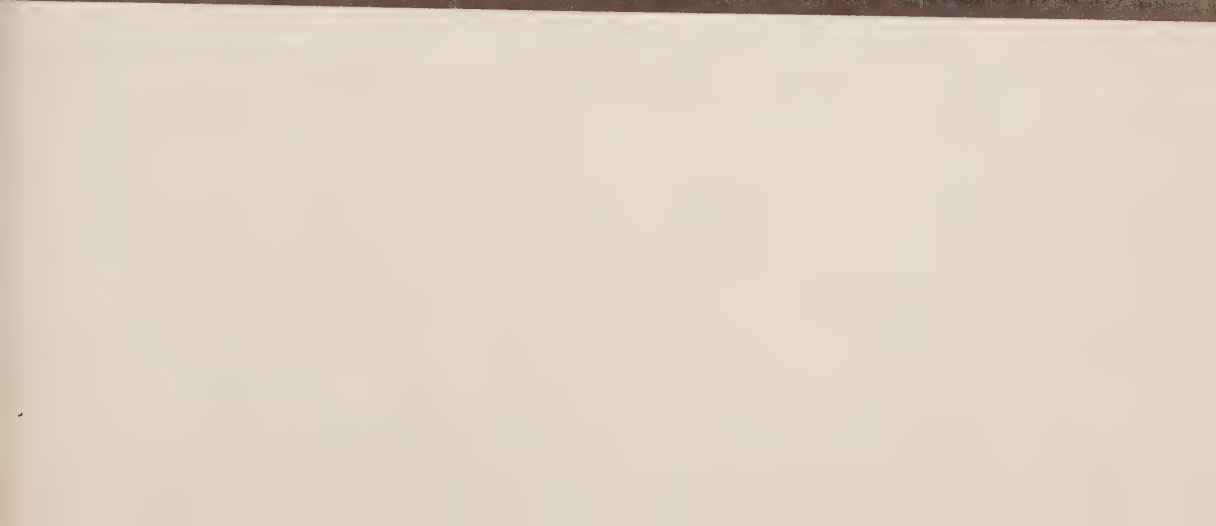
Design for Development

In 1966, after extensive studies and consultation at both the ministerial and local levels, the Government of Ontario initiated the Design for Development program which set out the Province's regional goals and developed plans and strategies to achieve them.

Design for Development has been reviewed and updated during the past 10 years, but its aims and principles have remained unaltered:

- to enhance the quality of life for the people of Ontario;
- to encourage private enterprise to prosper within a healthy and balanced community;
- to conserve natural resources for the benefit of all the people of Ontario;
- to improve the effectiveness of provincial services in each region;
- to equalize opportunity, both social and economic, in all parts of Ontario.

*Workers tunnel under Thunder Bay, building a \$30-million main trunk sewer that will service the city's growing population.
(Photo courtesy of DREE)*



Investing in Our Future

Regional Priority Budget

The Regional Priority Budget is one instrument through which the regional equality goals set by the Design for Development can become reality and not just theory.

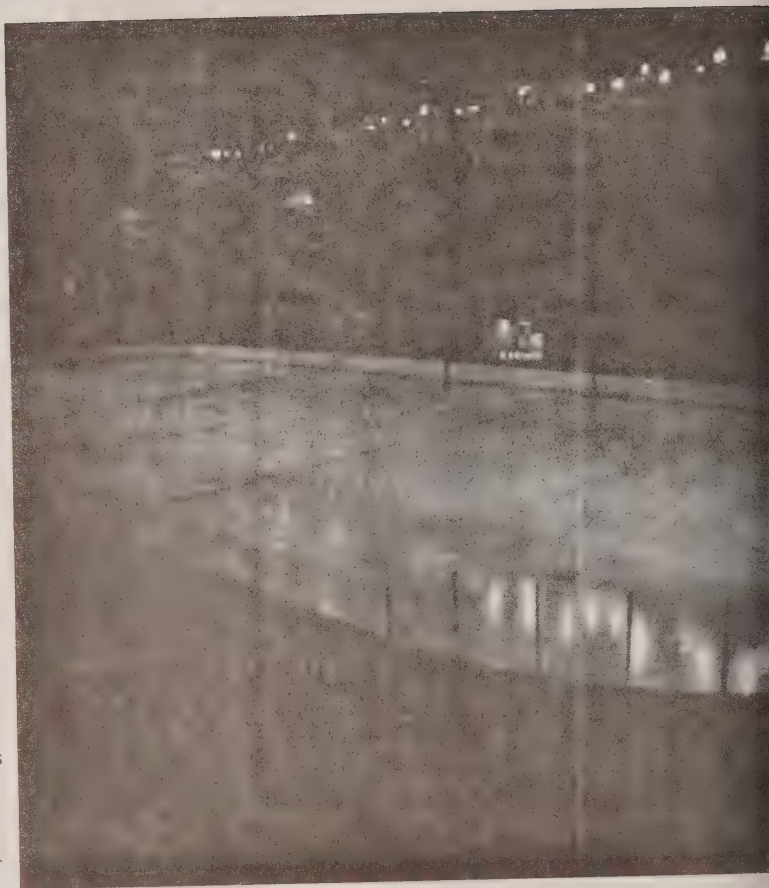
Created in 1973 by Cabinet authorization, the Regional Priority Budget provides financing for projects with a high regional significance or urgency, over and above the normal ministerial budgets.

In the past five years, the Regional Priority Budgets have financed 72 projects totaling more than \$93 million. From a modest beginning of \$2.4 million in 1973, the program expanded to \$38.6 million in 1975-1976 and, owing to financial restraints, was cut back slightly to \$38.3 million in 1976-1977.

For 1977-1978, the Treasurer of Ontario has proposed a total budget of \$56,422,000, an increase of more than \$18 million over the amount allocated in 1976-1977. This increase was provided for through savings and efficiency measures in other areas of government spending arising from the government's fiscal restraint program.

New initiatives will involve an estimated expenditure of \$14 million in 1977-1978. In total, it is estimated that the new initiatives will result in regional investments of some \$50 million during the next three years.

These programs have played and will continue to play a significant role in reducing regional economic disparities.



With a seating capacity of 7,000 the auditorium in the Cornwall Civic Centre can be adapted to hockey, basketball, symphony concerts or trade shows and conventions.

Canada-Ontario General Development Agreement

to expedite the implementation of the Design for Development, the Province also enlisted the aid of the federal government. On March 31, 1974, the Government of Ontario signed a 10-year General Development Agreement with the federal Department of Regional Economic Expansion.

The purpose of the GDA is to facilitate federal-provincial co-operation in the pursuit of regional development strategies within the framework of the Provincial Design for Development.

Eight subsidiary agreements have since been signed, calling for a total expenditure of \$62,074,996, divided between the REE and the Province. The subsidiary agreements are:

Northwestern Ontario Sub-Agreement (May 31, 1974)

Cornwall Sub-Agreement (February 26, 1974)

Lyden Sub-Agreement (March 24, 1975)

Merim Northlands Sub-Agreement (March 25, 1976)

Northeastern Ontario Sub-Agreement (March 25, 1976)

Single Industry Resource Communities Sub-Agreement (October 18, 1976).

Ontario has agreed to bear the additional responsibility for the administrative and management costs which are then added to the direct cost of each project.

The GDA represents a successful joint effort by both governments to improve employment opportunities in less-advantaged areas and to improve the quality of life for all residents of Ontario.

Projects

Under the Regional Priority Budget, the Government of Ontario has implemented a large number of diversified projects.

The program emphasizes capital investments which contribute directly to a region's economic potential. Since 1973, the Province has allocated 77 per cent of Regional Priority Budget expenditures to the provision of community, regional and industrial investments.

Since 1973, approximately 75 per cent of total expenditures has been spent in Northwestern Ontario, with 18 per cent in Eastern Ontario.

The wide range of projects undertaken by the program is reflected by the number of different provincial ministries involved in implementing them. To date, the ministries most involved are the Ministry of Transportation and Communications, Ministry of the Environment and Ministry of Natural Resources.



The \$16-million Civic Centre in Cornwall is a multi-purpose facility attracting a variety of events to the area.

Local services

The Thunder Bay Project is representative of the major thrust of the Regional Priority Budget Program. One of the largest projects, underway since 1974, the Thunder Bay Project is aimed at upgrading the city's sewage system to accommodate its present and future development.

Ignace, Kenora, Ear Falls, Timmins, Dryden and other northern communities are also benefitting from similar water and sewage improvement projects.

Transportation and resource development

Transportation is also high on the Province's priority list. In the North, the emphasis is on building, upgrading and extending roads to provide access to remote resource areas and to join isolated communities.

In order to expand forest and mining employment opportunities Highway 599 in Northwestern Ontario is currently being upgraded.

The completion of the Dryden-Fort Frances Road, now under construction, will not only provide a resource access road for forestry, mining and tourism but will also constitute a social benefit since it will save 73 miles travelling distance between the two communities.

Other projects include the upgrading of airports and telecommunications.

The Province and Bell Telephone Co. are currently engaged in a project to provide direct dial services to remote northern communities. Apart from the obvious benefits to improved communications, the project is also expected to result in substantial local employment.

Industrial development

Other projects focus on developing regional industries. These projects run the gamut from the development of historical fur trade routes to promote tourism, to the expansion of the wild rice and trapping industries in the North, to the building of major industrial parks.

Social and justice projects

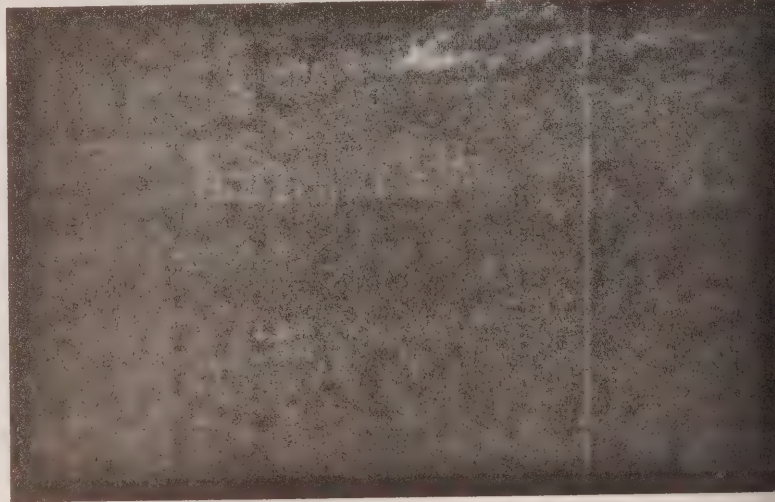
Social projects underway include mobile teaching laboratories, employment studies, bursaries to native students and the building of a civic centre in Cornwall.

In the area of justice, projects include native self-policing programs, a life skills

training program at the Kenora jail and general consumer education programs.

A complete list of the projects undertaken by the Ontario Regional Priority Budgets program with details of their financing follows.

Below: The Walden Industrial Park site emerges out of the Northern Ontario landscape near Sudbury.



Right: Nearing completion, Highway 599 Northwest Ontario travels north from Ignace and swings westward to link up with the remote community of Windigo Lake.



Regional Priority Budget summary of expenditures 1973-1978

The Projects

10

Blue coded areas indicate joint financing by the
Province of Ontario and the federal Depart-
ment of Regional Economic Expansion.

PROJECT	REGION	MINISTRY	EXPENDITURES					TOTAL
			1973-74	1974-75	1975-76	1976-77	1977-78 Proposed	
Lake Superior North Shore Study	NW	Natural Res.	50,447	8,528	5,161	—	—	64,136
Boundary Water Canoe Route Study	NW	Natural Res.	24,600	7,631	11,598	15,355	—	59,184
Highway #599	NW	T. and C.	607,839	2,509,183	3,220,078	3,551,913	1,623,000	11,512,013
Manitou Road	NW	T. and C.	576,040	900,123	1,392,987	988,419	2,200,000	6,057,569
Intensification of Ecological and Geophysical Surveying	NW	Natural Res.	100,000	—	—	—	—	100,000
Program to assist Commercial Fishing Process	NW	Natural Res.	36,500	—	—	—	—	36,500
Hwy. #642; Road from Alcona to Valora	NW	T. and C.	536,865	—	—	—	—	536,865
Remote Ontario Airstrip Construction	NW	T. and C.	100,000	—	—	—	—	100,000
Books by Mail Service	NW	Col. & Univ.	—	5,000	—	—	—	5,000
Mobile Teaching Laboratories	NW	Col. & Univ.	—	20,000	—	—	—	20,000
Consumer Education in the North	NW	Col. & Univ.	—	27,468	100,000	—	—	127,468
Life Skills Program (I)	NW	Corr. Serv.	—	39,634	20,000	20,000	—	79,634
Volunteer Native Probation Officials	NW	Corr. Serv.	—	34,115	54,000	54,000	—	142,115
Ignace Sewage Treatment Plant	NW	Environment	—	3,478	53,318	517,539	24,000	598,335
Cobalt Tourism Development	NE	Ind. & Tour.	—	15,000	124,875	—	—	139,875
Manpower Needs Project	NW	Labour	—	612	40,017	94,546	119,000	254,175
Lake of Woods Land Use Plan	NW	Natural Res.	—	52,561	65,071	—	—	117,632
Lakehead Waterfront Study	NW	Natural Res.	—	36,520	—	—	—	36,520
Resource Access Roads:								
Marchington	NW	Natural Res.	—	224,424	1,687,069	1,877,164	1,530,000	5,318,657
Mathieu Twp.	NW	Natural Res.	—	277,963	2,554	113,374	—	393,891
Wolfpup	NW	Natural Res.	—	39,354	38,724	39,245	—	117,323
Burchell Lake	NW	Natural Res.	—	63,948	510,981	611,077	—	1,186,006
Turtle River	NW	Natural Res.	—	408,359	310,197	173,870	205,000	1,097,426
Chisamore Lake	NW	Natural Res.	—	72,982	90,327	—	—	163,309
Pakashkan Lake	NW	Natural Res.	—	41,210	35,711	—	—	76,921
English River Recreation Area Proposal	NW	Natural Res.	—	17,662	39,102	—	—	56,764
Fisheries Management Program	NW	Natural Res.	—	150,148	—	—	—	150,148
Trappers Assistance Program	NW	Natural Res.	—	2,861	12,022	7,399	—	22,282
Lake Development Planning	NW	Natural Res.	—	16,448	16,417	22,000	—	54,865
Wild Rice Management Program	NW	Natural Res.	—	19,708	23,456	7,900	—	51,064

PROJECT	REGION MINISTRY		EXPENDITURES					TOTAL
			1973-74	1974-75	1975-76	1976-77	1977-78 Proposed	
General Exploration Program	NW	Natural Res.	—	11,230	317,967	—	—	329,197
Stage Lot Studies	NW	Natural Res.	—	45,724	—	—	—	45,724
Own Land Camping	NW	Natural Res.	—	148,941	247,964	243,783	—	640,688
Ski-Nipigon Fish Studies	NW	Natural Res.	—	25,425	82,800	50,921	—	159,146
Urban Policing (I)	NW	Sol. Gen.	—	251,239	155,000	—	—	406,239
Port of Thunder Bay — Infrastructure	East	T. and C.	—	1,000,000	1,200,000	1,200,000	1,200,000	2,580,000
Yalden Mill Project	East	T. and C.	—	1,000,000	1,000,000	1,000,000	—	3,000,000
Port of Dryden — Infrastructure	NW	T. and C.	—	35,000	1,400,000	2,300,000	—	2,835,000
Five Court Worker	NW	Atty. Gen.	—	—	110,000	—	—	110,000
Integrated Social Service Delivery System	NW	Comm. Soc.	—	—	61,700	—	—	61,700
Skills Course	NW	Comm. Soc.	—	—	100,000	175,000	—	275,000
Hotel Accommodation — Red Lake	NW	Comm. Soc.	—	—	45,000	—	—	45,000
Multi-Purpose Residence — Chapleau	NW	Comm. Soc.	—	—	90,000	—	—	90,000
Community Resource Centres	NW	Corr. Serv.	—	—	125,000	—	—	125,000
Skills Program (II)	NW	Corr. Serv.	—	—	50,000	—	—	50,000
Bursaries to Native Students	NW	Corr. Serv.	—	—	22,000	—	—	22,000
Water and Sewer — Ear Falls — Red Lake	NW	Environment	—	—	600,000	—	—	600,000
Delect Motor Vehicles Recycling	Multi	Environment	—	—	170,111	—	—	170,111
Seer to Hospital — Attawapiskat	NW	Health	—	—	258,312	28,524	—	286,836
Geochronology Laboratories	Multi	Natural Res.	—	—	350,000	—	—	350,000
St Lawrence Parks Commission Projects	East	Natural Res.	—	—	72,497	—	—	72,497
Urban Policing (II)	NE	Sol. Gen.	—	—	300,000	—	—	300,000
Telecommunications in Remote Northern Ontario	NW	T. and C.	—	—	1,531,667	2,401,813	3,675,000	7,608,480
London Airport	NW	T. and C.	—	—	140,359	222,295	1,775,000	2,143,654
Pa Sound Ind. Park Study	NE	T.E.I.A.	—	—	100,000	—	—	100,000
Century Ind. Park Servicing	NE	T.E.I.A.	—	—	89,878	130,946	1,282,000	2,611,824
Town of Kenora — Land Acquisition	NW	T.E.I.A.	—	—	23,608	184,953	—	208,561
Indigenous Teaching Homemakers Service	NW	Comm. Soc.	—	—	—	14,865	—	14,865
St. Mary's Church Impact Area	NW	Environment	—	—	—	110,619	6,208,000	6,618,619
Zealands — Red Lake Development	NW	Environment	—	—	—	1,498,268	2,785,000	4,283,268

The Projects

PROJECT	REGION	MINISTRY	EXPENDITURES					TOTAL
			1973-74	1974-75	1975-76	1976-77	1977-78 Proposed	
Kenora Sewage and Water Treatment	NW	Environment	—	—	—	1,110,053	3,060,000	4,170,053
Pembroke-Renfrew Development	East	T.E.I.A.	—	—	—	501,540	3,000,000	3,501,540
Timmins — Infrastructure Assistance	NE	T.E.I.A.	—	—	—	671,000	4,900,000	5,571,000
Parry Sound Area Industrial Park Servicing	NE	T.E.I.A.	—	—	—	866,252	1,870,000	2,736,252
Elliot Lake — North Shore Development	NE	T.E.I.A.	—	—	—	678,056	2,736,000	3,414,056
Simcoe-Georgian Area Development	South	T.E.I.A.	—	—	—	—	500,000	500,000
Durham Regional Development	South	T.E.I.A.	—	—	—	—	500,000	500,000
Northumberland Area Development	South	T.E.I.A.	—	—	—	46,207	1,000,000	1,046,207
Hearst Waste Wood Energy Study	NE	Energy	—	—	—	60,000	—	60,000
Starratt-Olsen Community	NW	T.E.I.A.	—	—	—	10,000	—	10,000
Blind River Sewer & Water	NE	Environment	—	—	—	—	1,000,000	1,000,000
Kenora Airport	NW	T. and C.	—	—	—	—	1,700,000	1,700,000
Kimberly-Clark Impact Area (Ont. only) Community Infrastructure	NW	Environment	—	—	—	—	265,000	265,000
Hwy. #584		T. and C.	—	—	—	—	836,000	836,000
White River Sewers & Water	NE	Environment	—	—	—	—	1,700,000	1,700,000
Forest Inventories	NW	Natural Res.	—	—	—	—	2,585,000	2,585,000
Sault Ste. Marie Infrastructure	NE	Environment	—	—	—	—	500,000	500,000
North Bay Infrastructure	NE	Environment	—	—	—	—	1,000,000	1,000,000
Homepayne Development	NE	T.E.I.A.	—	—	—	—	500,000	500,000
Chapleau Airport Expansion	NE	T. and C.	—	—	—	—	800,000	800,000
Implementation of Sudbury Base Study Recommendations	NE	Multi	—	—	—	—	500,000	500,000
Northern Ontario Tourism Development	North	I. and T.	—	—	—	—	300,000	300,000
Upper Ottawa Valley	East	T.E.I.A.	—	—	—	—	400,000	400,000
Rural Development Programs	Multi	T.E.I.A.	—	—	—	—	500,000	500,000
Thousand Island Parkway	East	T. and C.	—	—	—	—	585,000	585,000
Colborne Sewage System	South	Environment	—	—	—	—	450,000	450,000
East Cobourg Sewage System	South	Environment	—	—	—	—	500,000	500,000
Industrial Development Assistance	Multi	T.E.I.A.	—	—	—	—	1,300,000	1,300,000
Northern Community Electrification	North	Multi	—	—	—	—	809,000	809,000
Total Regional Priority Budget			\$2,032,291	\$14,115,949	\$38,624,850	\$30,800,492	\$56,422,000 *	\$141,995,591

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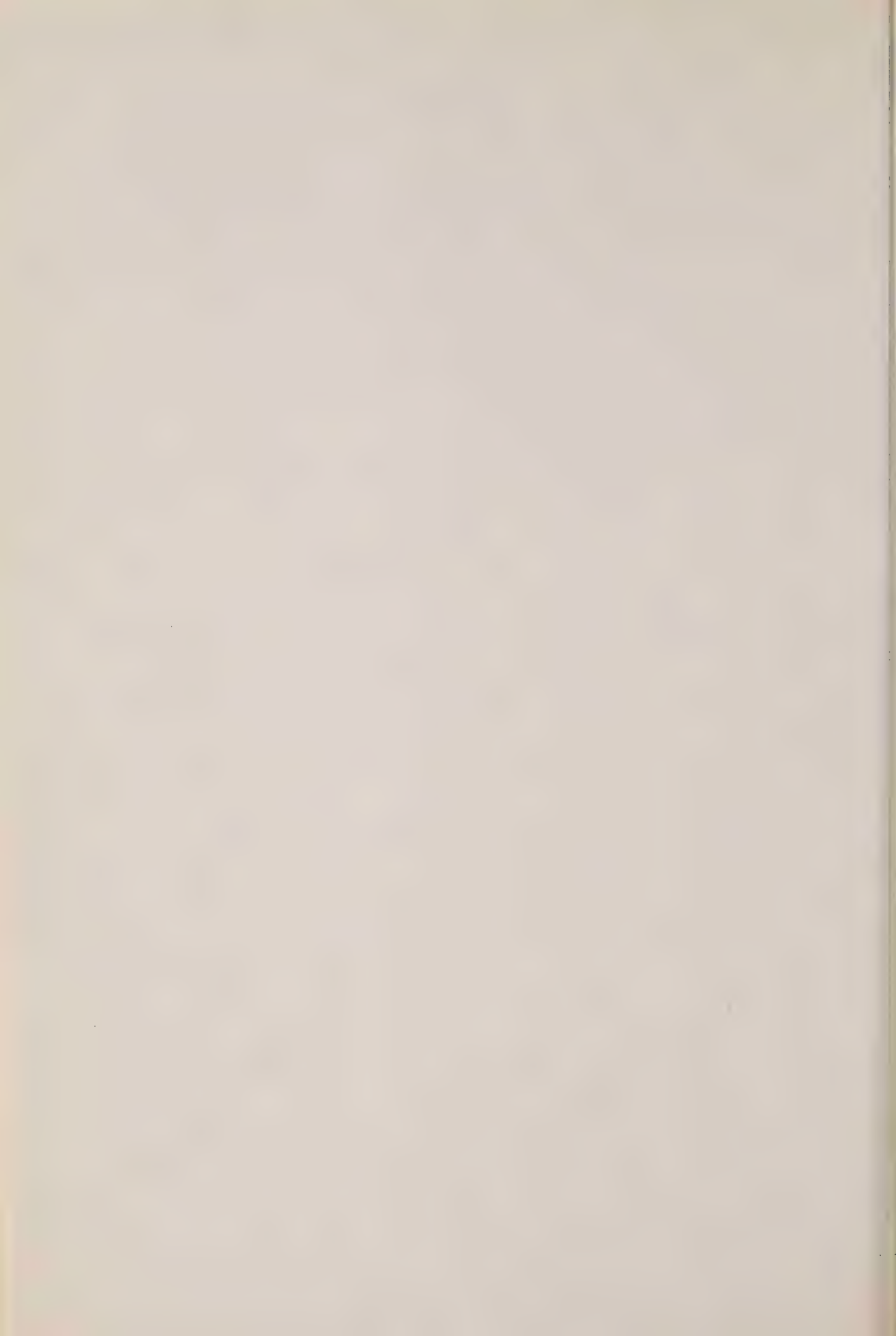
Northwestern
Ontario

Initiatives and
Achievements



The Honourable
Leo Hearn, Minister
of Northern Affairs

The Honourable
W. Darryl McKeough
Treasurer of Ontario



Design for Development:

Northwestern Ontario

Initiatives and Achievements

September 1977

The Honourable
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Preface

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In October 1970, *Design for Development: Northwestern Ontario Region, Phase 2* was released. This report included a series of policy and program recommendations intended to stimulate economic growth and improve the general level of prosperity and the conditions of life in the Northwest. In August, 1971, following public discussion of this document, the Government of Ontario adopted the Phase 2 report, with some modifications, as a statement of policy. The record of action documented in the following pages demonstrates that, since 1971, the Government of Ontario has moved strongly and deliberately to implement these plans. The province remains committed to the fundamental goals of stimulating economic growth and improving conditions of life in the Northwest, and will continue to support measures designed to achieve these goals.

Implementation of the Phase 2 plan has proceeded over the past six years, and has involved a combination of provincial programs with participation at the federal and municipal levels. Many of the recommendations proposed in 1970 have been adopted, and regular budgetary measures have been supplemented by the introduction of the Regional Priority Budget. Details of these actions are contained in this report.

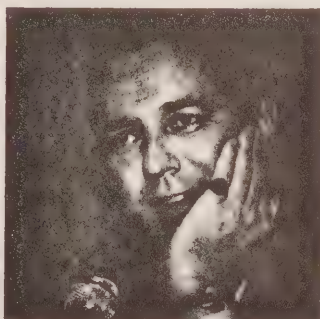
Northwestern Ontario is a region with unique potentials. It must be acknowledged also that it is a region with unique problems. The province has recognized these characteristics and, working with the residents of the region, is ready to

move onward in its efforts to eliminate the difficulties and realize the significant opportunities of the Northwest. Future efforts will build on the solid base of achievement outlined in this report. This record of initiatives demonstrates that the Government of Ontario is committed to the strong economic and social development of Northwestern Ontario.



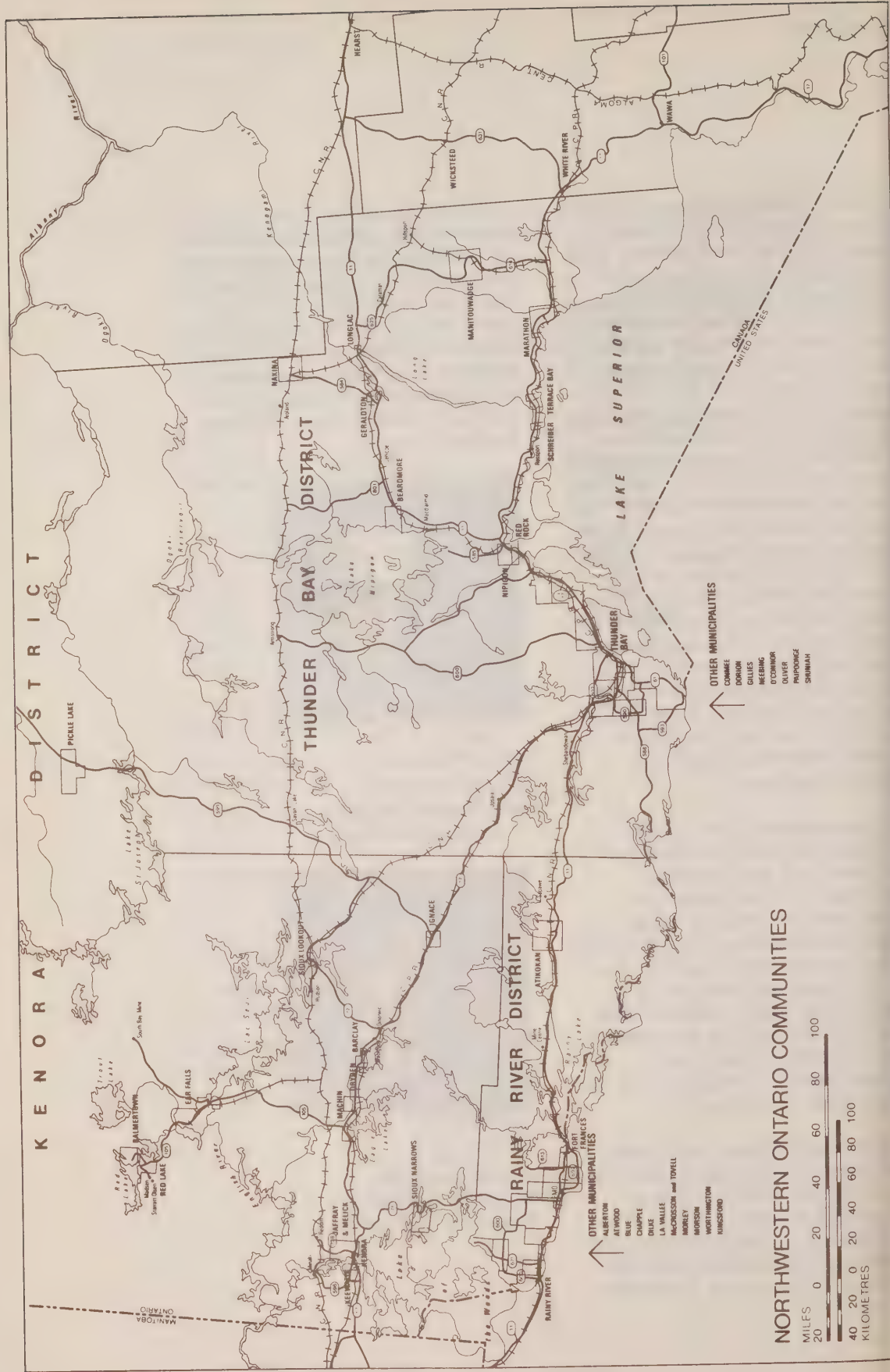
Leo Bernier

The Honourable
Leo Bernier, Minister
of Northern Affairs



W. Darcy McKeough

The Honourable
W. Darcy McKeough,
Treasurer of Ontario



Part I

Highlights: Goals and Results

This report documents the actions taken by the Ontario government over the past six years to encourage the economic and social development of Northwestern Ontario. This first section of the paper starts by presenting the goals set out in the 1970 report *Design for Development: Northwestern Ontario*.¹ It then highlights the major steps the government has taken to reach these goals and points out what the government has accomplished since the earlier report was released. The second section describes in detail how the government has addressed each of the sixty-nine specific recommendations in the 1970 report.

The Goals

The 1971 policy statement which embodied the recommendations of the 1970 report identified five main goals for government action in Northwestern Ontario.

• To create at least 18,000 new jobs over the next two decades, thus encouraging economic expansion, especially in a group of designated centres;

• To diversify the regional economy by attracting a range of industries suited to the region;

- To expand and strengthen the resource-based industries (i.e., those based on the mines and forests);
- To provide more effective transportation and communications for economic growth and social welfare;
- To improve and strengthen the region's social infrastructure (hospitals, recreation centres, etc.).

The Results

Over the past six years the government has taken significant steps to achieve these objectives and to improve social and economic conditions in the Northwest. The major results achieved to date, through both private and government projects, are listed below and described more fully in Section II of this report. They include improvements in the number and variety of jobs, in the physical conditions of life in the north, and in social services.

1. Jobs

Between 1971 and 1976, employment grew by over 10,000 in Northwestern Ontario, representing significant progress toward the target of 18,000 new jobs by 1991 proposed in the 1971 policy statement. This employment growth reflected a healthy development in both resources and services. It also reflected a widening choice of occupations and expanding job opportunities for women.

¹ On October 13, 1970, the Honourable C.S. McNaughton released *Design for Development: Northwestern Ontario Region, Phase 2 - Policy Recommendations*. This document included a series of recommendations concerning government policies and programs. In 1971, after public discussion of this document, the Ontario government issued a statement which adopted the Phase 2 report (with some modifications) as a statement of policy. (See the Honourable W. Darcy McKeough, *Design for Development: A Policy Statement on the Northwestern Ontario Region*, August, 1971.)

Job growth outpaced the region's population growth of 9,025 people during the same interval (1971 to 1976), indicating that an increasing number of the region's residents were able to find employment in their own region.

2. Priority Government Spending

In 1973, the province established the Regional Priority Budget as a special mechanism to provide the funds needed to carry out key socioeconomic projects quickly. Northwestern Ontario was the first region in the province to benefit from this budget and so far has received the lion's share of these special expenditures.

Through the first four years of the Regional Priority Budget, the province has committed itself to projects in Northwestern Ontario whose total value is some \$70 million. A little over 30% of these funds are being contributed by the federal Department of Regional Economic Expansion (DREE).

Under the Regional Priority Budget, close to \$40 million has been allocated to community infrastructure such as water purification plants and sewage treatment facilities. Significant assistance has also been provided for:

- Constructing roads to give access to resources and to improve transportation generally;
- Improving telecommunications systems;
- Supporting experimental projects in the social service and justice fields.

Details of these investments are described below, in the body of this report.

3. Developing Resources

Six major mining developments, involving a total capital cost of over \$220 million, have been undertaken since 1971. These developments, which employ 1,100 people, include:

- International Nickel (Shebandowan Mine);
- Selco Mining Corporation (South Bay Mine);
- Mattabi Mines Limited;
- Falconbridge Copper Limited (Sturgeon Lake Mine);
- Union Minière Exploration & Mining Corporation Limited (UMEX);
- Mattagami Lake Mines (Lyon Lake Division).

In addition, eleven new sawmills and particleboard plants have been built since 1971, as well as one new pulp and paper mill, while two other pulp mills have undertaken major expansions.² Together, these new forest industry developments will have created over 3,000 jobs in mills and woodlands operations by the end of 1977.

² Major projects included:
Weldwood of Canada Ltd. (Longlac)
MacMillan Bloedel Ltd. (Thunder Bay)
Pluswood of Canada Ltd. (Atikokan)
Great Lakes Paper Ltd. (Thunder Bay)
Kimberly-Clark of Canada Ltd. (Terrace Bay)
Ontario-Minnesota Pulp & Paper Co. Ltd. (Fort Frances)

4. Diversifying Employment

While regional employment opportunities in service jobs have improved substantially, the growth in manufacturing jobs has been somewhat disappointing. Northwestern Ontario is not unique in this respect, however; during this time, manufacturing has grown slowly throughout the entire province.

5. Improved Transportation and Communications

The province's program to maintain and improve the region's highways has brought the present level of regional highway services above the provincial average. Some of the highlights in this regard are the construction of a new link between Fort Frances and Dryden and the improvement of Highway 99 to Pickle Lake. The province also has completed or has under construction a number of major access roads to resources, including Highway 642 and the Marchington Lake Road.

Passenger cars cost more to operate in northern Ontario than they do in the south: distances are greater, the generally colder climate reduces the gasoline mileage, and gasoline often costs more. To help offset this additional cost, the province has reduced the registration fee for cars and motorcycles to a flat \$10 per vehicle, starting in the 1978 registration year. On the average, assuming each vehicle travels some 10,000 miles a year, the lower registration fee is equivalent to reducing the cost of gasoline by about 5¢ per gallon.

Air service has also been improved significantly. NorOntair Service was inaugurated in Northwestern Ontario in 1975; to date it has been extended to Atikokan, Dryden, Fort Frances, Kenora, Pickle Lake, and Thunder Bay. With the completion of the airport now under construction, Geraldton will be added to this network.

In addition, the municipal airport subsidy with which the province helps the municipalities defray capital expenses has been increased. Subsidies have been received by Dryden, Fort Frances, and Atikokan. Airport facilities in Geraldton and Kenora are currently being improved with assistance from the Regional Priority Budget. Also, the Remote Airport Program has provided for constructing and maintaining air strips in seven settlements in the northern portions of the region. Additional remote air strips are planned.

Communication facilities are also being improved in Northwestern Ontario. The province and Bell Canada are jointly funding a \$16.8 million program extending telecommunication services to remote northern communities, making reliable, twenty-four-hour-a-day voice communication possible.

6. Support for Community Infrastructure and Planning

The Ontario government is strongly committed to developing the communities of Northwestern Ontario. As noted above, well over

half of the Regional Priority Budget has been spent on items such as community water supply and sewage systems. Major servicing projects have been supported in Thunder Bay, Dryden, Kenora, Ear Falls, Red Lake, Ignace, Pickle Lake, Geraldton, Nakina, and Longlac.

The Regional Priority Budget has also been used to provide electricity to remote northern communities, to help studies in community planning, and to develop airports and build regional roads critical to the improvement of local communities.

The Ministry of Housing has taken several steps to help Northwestern Ontario municipalities deal with planning: it has established a regional office of its Community Planning Advisory Branch at Thunder Bay; in 1974 it introduced the Housing Policy Statement Program to help the municipalities determine their housing needs; and it has recently published standards for the municipalities' guidance as they plan land uses and municipal services. (See *Urban Development Standards, a Demonstration of the Potential for Reducing Costs*, Ontario Ministry of Housing.)

In the area of local government organization, the province has been ready to help Northwestern Ontario municipalities examine their local government structure. To address the problems of small communities in remote areas which lack municipal structure and thus fail to qualify for other grant programs, the province has established an Isolated Communities Assistance Fund.

This fund is being used primarily for fire protection and for providing and purifying water for household use — local services fundamental to life and health.

7. Financial Support for Local Government

As well as providing special assistance through the Regional Priority Budget, the province has significantly increased its financial support for local government in the north. Recognizing the unique financial requirements of the region's communities, Ontario has started significantly reforming and enriching the provincial-local grant structure. The magnitude of these programs is indicated by the fact that the total amount paid to municipalities, school boards, and local boards in Northwestern Ontario in 1974-75 was \$450 per capita, some 50% higher than the average for the province as a whole.

In 1973, the Northern Ontario Support Grant was introduced. This grant, in addition to other assistance which the province already provides the municipalities, gave local governments a sum equal to 15% of the taxes which these local governments levy for municipal purposes. For 1977-78, the Northern Ontario Support Grant has been further increased to 18%. The total sums provided to Northwestern Ontario municipalities under this special Support Grant in 1977-78 will exceed \$9 million, according to current estimates.

The province is also helping smaller, unincorporated settlements in the Northwest, settlements that in the past have not

qualified for grants to local governments; in 1976, as mentioned above, it established the Isolated Communities Assistance Fund to help provide such basic services as fire protection and water treatment.

Among other grant and support programs of particular relevance to the Northwest are:

The special capital grants available to small community hospitals in Northern Ontario (an additional level of provincial aid equal to one-sixth of approved building costs);

Full provincial coverage — not just the usual 80% — of the cost of various forms of social assistance for people living in unorganized areas;

The special grant formulae applied to Wintario-funded programs, to libraries, and to community recreation centres to compensate for higher costs in the region. (That is, the province pays a greater proportion toward these items in the north than it does in the south.)

8. Encouragement of Business and Industry

The province has taken significant steps to expand and strengthen the resource-based industries and to help other industry in the region to expand.

A number of the major projects funded through the Regional Priority Budget have provided infrastructure directly related to the expansion of the region's resource industries. Such infrastructure includes the sewer and

water facilities supplied to three of the communities affected by the Kimberly-Clark development: Geraldton, Longlac, and Nakina. These facilities will serve, not the plant, but the houses of the woodlands workers. Terrace Bay and Schreiber will also benefit from the Kimberly-Clark expansion.

Small business has been fostered in the region, as well. In 1970, the Ontario government established the Northern Ontario Development Corporation (NODC) to help stimulate small businesses in Northern Ontario. By March 31, 1977, the NODC had loaned close to \$33 million to over 200 enterprises in Northwestern Ontario — not only to secondary manufacturing, but to tourist operations, as well. Selected service industries became eligible for loans in 1973, and the eligible range of tourist investments was significantly broadened in 1971 and 1973. These changes have been of particular benefit to Northwestern Ontario.

In 1976 the Ontario government initiated a Small Business Management Development Program in Dryden. This pilot program has been extremely successful in helping local business managers to run their businesses more effectively. Similar programs will probably be carried out in other communities, including Kenora and Fort Frances. The province, through the Ministry of Industry and Tourism, also maintains a full-time industrial development officer in the region to work with local industry and with community development organizations to identify new business opportunities. A broad range of advisory services is available to

businesses in the region through the programs of the Ministry of Industry and Tourism.

Tourism has long been recognized as important to the economy of the Northwest, and the province has furthered the development of this industry by means of advertising campaigns throughout Canada, in the United States, and overseas. In addition, the province operates travel information centres at Pigeon River, Kenora, Fort Frances, and Rainy River.

9. Improvements in Cultural and Recreational Facilities

Since 1971, the province has extended and improved the recreational and cultural services available to residents of the Northwest. Of key importance to this work has been the Ministry of Culture and Recreation, established in 1975; in addition, the Ministry of Natural Resources has played an important role in matters relating to outdoor recreation.

The Ministry of Culture and Recreation is entrusted with three tasks: to preserve and maintain the region's cultural heritage; to promote the active involvement of the region's people in the cultural and recreational life of the region; and to stimulate the development of new forms of cultural expression. In the two years since the ministry came into being, it has established or emphasized the following policies:

- *Ontario Educational Communications Authority (OECA)*
Currently, OECA programming is microwaved to Thunder Bay and is available to Thunder Bay cable subscribers. A broadcast transmission station in Thunder Bay, now under construction, will bring a full sixteen-hour-a-day educational network service to the Thunder Bay area;
- *Heritage Programs*
The restoration of Old Fort William, at Thunder Bay, has preserved a view of the region's frontier history. In addition, grants have been awarded to six communities throughout the region to help them develop and maintain local historical museums;
- *Cultural Programs*
The Outreach Ontario and Festival Ontario programs have supported various events and exhibitions in smaller and more isolated communities. The Ontario Arts Council has helped support touring art exhibitions, theatre groups, and symphony orchestras;
- *Wintario Grants*
Many communities in Northwestern Ontario have benefitted from Wintario grants promoting physical fitness, sports, recreation, and cultural activities. As noted earlier, provincial support levels are proportionally higher in the north than they are in the south.

In addition to the OECA services, the province has worked to improve the general level of communications in the Northwest. The Ontario government has supported measures such as the Pickle Lake Corridor program to supply television and radio broadcasts to that developing area of the region. The

province has also helped in providing alternative radio service in the communities of Red Lake, Ear Falls, Ignace, Sioux Lookout, Hudson, and Atikokan; these communities could formerly receive only the CBC.

With regard to outdoor programs, the Ministry of Natural Resources now administers twenty-two provincial parks in the region, providing a range of recreation from urban day-use to wilderness trips in areas like Quetico Provincial Park. The province has also responded to local residents' concern over the diminishing wildlife population in the region by increasing the funds available for herd management and adjusting the hunting seasons to favour residents. Provincial policy also gives Ontario residents the first opportunity to lease cottage lots on Crown land.

10. Improved Social Development Measures

Social services, health, and education have improved significantly in Northwestern Ontario since 1971. To summarize all of these improvements would require a separate report, but the following highlights indicate the range and magnitude of these extended and improved services.

- Two major capital-financing programs — Project Day Care and the Day Care Expansion Program — have helped local communities to build nearly twenty licenced day nurseries in the region since 1971;
- The capacity of the region's municipal homes for the aged has expanded by 31% since 1973, to bring the ratio of beds to population above the provincial average;
- Special grants providing full funding from the province have financed four new community residences in the region for the mentally retarded;
- Income maintenance programs in the Northwest have been adjusted to accommodate the generally higher cost of living in the north, and a new program encourages people to return to work by allowing them to continue receiving reduced benefits while doing so;
- In 1973 Lakehead University established a Department of Social Work offering courses relating to Northwestern Ontario. Confederation College in Thunder Bay also now offers a social services program;
- District Health Councils have been established to advise the Ministry of Health on planning for the entire Northwestern Ontario region;
- Since 1971, the province has provided the hospitals in the region with more than \$10 million in hospital construction grants;
- The Underserved Area Program has improved medical services in sparsely populated areas by offering financial incentives to physicians and nurses to locate in such areas;
- The Underserved Area Program has also attracted dentists to the region. In addition, provincial mobile units provide dental treatment and preventive dental care for pre-school and elementary-school children in remote areas;

- New mental health services have been provided, and out-patient and day-care programs have been expanded. A number of satellite offices have been established with staff support from the Lakehead Psychiatric Hospital;
- Ambulance services have been improved and more fully coordinated;
- Experiments using telecommunications technology to improve the quality of medical care in smaller centres are under way in the region;
- The "Northern Corps," a specially-trained team of teachers posted in remote communities, has expanded from nine teachers in 1971 to sixteen in the present school year;
- Other measures to improve educational facilities in remote areas include providing audio-visual equipment and materials;
- New budgetary and administrative measures have been introduced to streamline procedures for local school boards, and the regional office of the Ministry of Education provides support personnel to assist school boards in the region which lack their own staff;
- Over the past decade, Lakehead University has evolved from a technical institute into a full-fledged university;
- Lakehead University has established a Continuing Education Department to provide residents of smaller communities with a variety of programs. Over fifty courses are being offered this year in Dryden, Geraldton, Kenora, Manitouwadge, Marathon, Atikokan, Ear Falls, Fort Frances, Ignace, Longlac, Rainy River, Red Lake, Sioux Lookout, and Vermilion Bay;

- Confederation College of Applied Arts and Technology has also expanded its continuing education program and operates adult training programs, continuously in Thunder Bay and Kenora, and as required in some medium-sized centres;
- A broad range of manpower training programs is offered in the region in both institutional and on-the-job settings.

11. Advances in the Administration of Justice

Most of the programs and policies carried out in recent years by ministries in the Justice Policy Field have been directed at making justice more accessible to the people in remote settlements and to the native population of the region. For example, the use of travelling courts in the region has been expanded, as have measures to increase native participation as jurors, as Justices of the Peace, and as police and Correctional Services Officers.

Special training programs in native culture have been introduced for Ontario Provincial Police officers dealing with reserves in Northwestern Ontario, and closer liaison has been established between police forces and the leaders of local Indian Bands.

Consumer protection services have also been improved in the region: a consumer education program, for example, was supported through the Regional Priority Budget, and

an office of the Consumer Protection Bureau has been established in Thunder Bay to assist consumers in the region further.

12. Assistance to Native People

The particular needs of native people and native communities have been recognized in putting the Design for Development program into effect in the Northwest. Native communities often have significant socioeconomic problems. These problems do not stem from one single factor, nor can they be tackled by a single ministry or government. For its part, the province has introduced or expanded many programs related to native people in the region since 1971. These actions have included:

- Establishing an Office of Indian Land and Claims in 1976 to deal with native concerns regarding land;
- Providing telecommunication services to remote areas, including a number of native settlements north of the 50th parallel;
- Employing native people to operate and maintain the remote-community air strips for which the province is responsible;
- Filling housing needs through programs such as the Northern Ontario Assistance (NOAH) Program and its successor, the Rural and Native Housing Program;
- Providing funds through the Municipal Assistance Program to maintain and improve roads within native communities;
- Establishing electrification programs in native communities through Ontario Hydro in cooperation with the federal government;
- Developing and publishing curriculum resource guides for the education of native students;
- Establishing programs for training native teachers and classroom assistants;
- Providing counselling and tutorial assistance to native students attending secondary school away from home. Financial support for these students has also been increased;
- Offering programs enabling a person to raise his standing in selected academic subjects or to develop other skills. These programs are offered through the region's Community College on about twenty-five reserves. Other adult training programs have also been offered on reserves, including training in employable skills, and a special pilot course in Life Skills for Employment. (Students in this course learned how to apply for a job, what an employer will expect, and other aspects of how to get and keep a job in industry.) These latter courses were funded in part through the Regional Priority Budget;
- Helping the Indians to establish and maintain Band libraries;
- Providing native court workers to advise and assist native people;
- Recruiting Justices of the Peace from the native population;
- Introducing the Native Volunteer Probation Project, whereby natives serve as volunteer probation officers for their fellows;

- Providing Life Skills programs for inmates of regional jails. These programs have been funded through the Regional Priority Budget;
- Introducing a special Reserve Policing Project to provide northern native communities with improved police presence and introducing the Band Constable program.

13. Ministry of Northern Affairs

In addition to the tangible progress achieved through the programs and expenditures highlighted above, the province recently proposed an alteration in its administrative structure to further ensure the social and economic development of Northwestern Ontario. In recognition of the particular needs of the north, the government introduced legislation in April, 1977, to establish a Ministry of Northern Affairs.

The new ministry will help to coordinate and administer all Ontario government programs in the north. It will have its own administrative functions as well: it will take over responsibilities for community and regional priority projects (projects financed by the Regional Priority Budget), for townsite development, for the Northern Ontario Resources Transportation Program, for the access roads to resources, and for the Isolated Communities Assistance Program. The new ministry will

establish priorities for constructing northern roads and, on July 1, 1977, the ministry assumed responsibility for the Ontario Northland Transportation Commission, including NorOntair and the telecommunication service.

The ministry will continually assess the government's activities in the north. In particular, it will look for any gaps that may exist between programs or between ministerial responsibilities. Also, as part of its function as the major coordinating body for Northern Ontario, the Ministry of Northern Affairs will strengthen the government's relationships with municipal and community groups.

In order to carry out its mandate in the Northwest, the ministry has established a regional office in Kenora under the direction of an Assistant Deputy Minister. This regional headquarters will be supported by the existing Northern Affairs offices, which are located in nine Northwestern Ontario communities, and by a Northern Affairs district office to be established at Thunder Bay.

Future Challenges

The highlights of actions and results presented in the previous sections of this report indicate that since 1971 much progress has been made in realizing the development potential of Northwestern Ontario. As detailed in Part II, much of this improvement can be attributed to the province's direct response to the recommendations put forward in *Design for Development, Phase 2*.

The government has also undertaken additional programs to meet newly evolving challenges in the region.

Northwestern Ontario is characterized by continuous change. Given this dynamic character of the Northwest, it is difficult to foresee the issues to be addressed in the future. Policy approaches and programs undertaken must be flexible to respond to new and changing conditions. The various ministries of the Ontario government are continually reviewing their programs and policies and will adjust their activities as necessary. The Ministry of Northern Affairs will play an important role in coordinating the activities of the province in the region.

The government recognizes that, in many fields, further efforts are required in Northwestern Ontario. Among these, there is a need to continue and improve upon:

- The encouragement of private investment;
- The enhancement of the use made of the region's wood and mineral resources;
- The adjustment of provincial regulations and codes to suit the unique needs of the Northwest;
- The protection of the environmental quality of the region;
- The integration of social services to avoid unnecessary duplication and to improve the quality of service;

- The improvement of essential services such as fire protection in remote and unorganized areas;
- The fuller participation by native people in the benefits of economic development in the region.

The region has made good progress in the years since the Phase 2 report was published, but further progress is possible. As part of its commitment to the economic and social growth of the Northwest, the province has brought the Northwestern Ontario strategy up to date in the form of a proposed development plan, soon to be available for public discussion. In addition, the government will continue to undertake and support programs designed to help Northwestern Ontario's development, as the region faces the challenges of the future.

Above/Main campus, Confederation College
Below/Canby Mountain ski area



Above/New townhouse developments
Centre/Production facilities at Muntiply Ltd.
Below/Post-secondary education



Note To Part II

In 1972, as a result of the recommendations of the Committee on Government Productivity, the province restructured its organization. The government was reorganized into three policy fields — Justice, Resources Development, and Social Development — each coordinated by a Provincial Secretary. A Ministry of Treasury, Economics and Intergovernmental Affairs (TEIGA), under the direction of the Provincial Treasurer, was also established. This restructuring was designed to help groups of ministries with related concerns and

programs to work more closely together. As part of this restructuring, the previous departmental organization was replaced by a series of ministries, which in many cases absorbed functions from more than one of the pre-1972 departments. The following review of the Phase 2 recommendations refers to the new ministries now responsible for carrying out the departmental directives contained in the *Design for Development* report.

Part II

The 1970 Phase 2 Recommendations and What the Government has Done About Them

Introduction

Since 1970, significant progress has been made in improving the social and economic condition of Northwestern Ontario. The province's role in this effort is documented in the following pages.

Although some of the recommendations in *Design for Development, Phase 2* have received lower priority, both because funds were limited and because the development needs of the region have changed since the Phase 2 report was published, the government has acted on virtually every recommendation. Further, because of these changing needs, the government has undertaken additional programs to supplement the 1970 proposals and to meet evolving challenges in the Northwest.

There is still progress to be made, however, and the province, working with other governments, with industry, and with the residents of the region, is committed to a continued improvement in the economic and social condition of Northwestern Ontario.

Recommendations and Results

The development strategy for Northwestern Ontario proposed in *Design for Development, Phase 2* centred on encouraging moderate growth in the region. In support of this general goal, the report presented sixty-nine specific recommendations organized under seven main headings:

1. General Policy
2. Economic Development

3. Transportation and Communications

4. Community and Regional Environment

5. Education

6. Health

7. Social Services

These recommendations, grouped by general subject matter under the seven headings above, are presented below in the order in which they appeared in *Design for Development*. A review of the province's actions follows each group of recommendations.³

1. General Policy

Recommendation 1.1

The federal and Ontario governments should seek ways and means of offering substantial incentives for the establishment of new industry in Northwestern Ontario to complement the policy of the federal Department of Regional Economic Expansion. It is recommended that, under the programs of the Northern Ontario Development Corporation, primary industry and certain tertiary industries qualify for loans. The province should undertake discussions as soon as possible with the federal government on the best way of ensuring federal financial and program participation in the implementation of specific targets and recommendations in this report.

³ Those recommendations marked with an asterisk were identified in the Phase 2 report as having particular implications for the Indian community.

In 1970 the Ontario government established the Northern Ontario Development Corporation (NODC), replacing the Ontario Development Corporation in Northern Ontario. By March 31, 1977, the NODC had loaned close to \$33 million to 200 enterprises in the Northwest.

The NODC provides loans not only to manufacturing industries (such as a metal fabricator), but to service industries which support manufacturing (such as a machine shop), and to tourist operations. Selected service industries became eligible for loans in 1973, and eligible tourist investments were significantly increased in 1971 and 1973. These changes were all particularly important to Northwestern Ontario.

Federal participation in assisting the region's development has been secured through the Department of Regional Economic Expansion (DREE) under a ten-year General Development Agreement signed in February, 1974, by the federal and Ontario governments. The General Development Agreement has been followed up with a series of subsidiary agreements which provide for the two governments to share the cost of a variety of infrastructure projects supporting industrial development in the region. Financial commitments under these agreements to date total more than \$60 million. Northwestern Ontario has continued to be a designated region under the federal Regional Development Incentives Act, as well. Under this program, over seven million dollars in direct grants have been provided to industries locating or expanding in the region.

2. Economic Development

Recommendation 2.1

The Ontario government, under the Department of Mines and Northern Affairs, should intensify geological surveys and airborne geophysical surveys to facilitate the discovery of new mineral deposits.

Recommendation 2.2

The Ontario government should request the cooperation of all private companies in submitting, within a reasonable time limit, all geological and geophysical exploration data to the Department of Mines and Northern Affairs for public use.

Recommendation 2.3

The taxation position of the mining industry should be reviewed constantly to ensure that, in the light of changing tax policies in Canada and other countries, the domestic mining industry remains competitive in world markets.

Recommendation 2.4

Where there exist economic mineral deposits of proven grade and size and for which there is a market, cooperative efforts should be made to bring the deposits into production as soon as feasible.

All of these recommendations concern mining. The province recognizes how important this industry is to the economy of the Northwest, and has continued and expanded its work to support mineral development.

The Ministry of Natural Resources (MNR), which now incorporates the former Department of Mines and Northern Affairs, sends a number of geological and geophysical survey parties into the field each summer. The past (1976) summer season saw nineteen survey parties working in the region. In 1976 the ministry also funded the establishment of a geochronology laboratory (a laboratory which determines the age of minerals) to help analyse mineral potential.

In addition to its own survey work, the MNR introduced a Mineral Exploration Assistance Program (MEAP) in 1971. MEAP encourages private exploration by subsidizing one-third of the exploration costs incurred in certain designated areas, namely, Beardmore-Geraldton, Red Lake, and Atikokan.

The concept of open assessment files proposed in Recommendation 2.2 was endorsed in the *Report of the Advisory Committee on The Mining Act* issued in February, 1974, but the legal complexities of this idea have meant that not all mining companies have followed this practice. All technical reports prepared through MEAP assistance, however, are placed immediately on open file for public examination.

Since 1971, there have been significant changes in mining sector taxation at both the federal and provincial levels. Unfortunately, despite the fact that some of the changes have provided significant potential benefit to the industry,

the uncertainty created by the rapid amendments to resource taxation and by the conflicts between the levels of government may have worked to the detriment of strong development in the mineral sector. Ontario recognizes these problems and has called for closer cooperation between all levels of government in mineral taxation.

As one step in tailoring the tax system to encourage mineral development, in 1974 Ontario introduced changes in its Mining Tax Act which significantly increased the allowance for processing facilities in the north.

The Ontario government also recognizes that promising deposits must be made accessible, if they are to be developed. It has therefore provided funds through the Northern Ontario Resources Transportation Committee for constructing or improving mine access roads. The Ministry of Transportation and Communications has also undertaken road improvements of benefit to prospective mining operations.

Recommendation 2.5

The Ontario government, in cooperation with the federal government and private enterprise, should continue to enhance the competitive position of the forest products industry on an equitable basis by:

- a) Financial assistance in plant modernization;
- b) Financial assistance in plant expansion;
- c) Better utilization of exploitable forest resources through a continued program of timber-limit reallocation;

d) Financial assistance in access road construction.

Recommendation 2.6

Studies should be renewed concerning the feasibility of locating at least one new pulp and paper mill in Northwestern Ontario. Priority should be given to areas where existing timber resources are under-utilized and environmental quality can be maintained.

Recommendation 2.7

Feasibility studies should be made regarding further development of the lumber, plywood, veneer and other woods products industries in Northwestern Ontario, using in particular under-utilized forest species.

Recommendation 2.8

Related to Recommendation 2.7, it is further suggested that particular attention be given to the possibility of integrated wood-using industries, particularly in Strategic "B" communities, if studies in these areas demonstrate economic feasibility. Examples of such communities are Geraldton (Strategic "A"), Manitowadge, Atikokan, Sioux Lookout and Red Lake (Strategic "B").

The government has acted on all of the above recommendations dealing with the Northwest's forest-product industries.

Financial assistance for plant modernization and expansion has been made available through the programs of the NODC and the Regional Development Incentives Act described earlier. A review of assistance provided under these programs in the Northwest since 1971 indicates that forest-related industries have received over 30% of the total allotted funds.

In addition to this financial assistance for plant and equipment, the province, through the Ministry of Natural Resources, the Regional Priority Budget, and the Northern Ontario Resources Transportation Committee, has provided funds for building, improving, and maintaining access roads for the direct benefit of the forest industry.

Since 1971 the following pulp and paper mills in the region have undertaken or announced major expansion:

- Ontario-Minnesota at Fort Frances;
- Great Lakes Paper at Thunder Bay;
- Kimberly-Clark at Terrace Bay;
- Reed Paper at Dryden.

Reed also proposes to establish a new integrated forest-products complex in the Ear Falls/Red Lake area, which would possibly start up in 1985. This facility would use timber in the area between Red Lake and Pickle Lake. In October, 1976, a Memorandum of Understanding concerning the feasibility study for such a complex was signed by the Government of Ontario and Reed Ltd.

After the Memorandum of Understanding was signed, however, the government decided that all aspects of the proposal would be reviewed under The Environmental Assessment Act. The government has appointed Mr. Justice Patrick Hartt as commissioner, under The Public Inquiries Act, 1971, to inquire into the social, economic, and environmental implications of resource development projects north of the 50th parallel.

Since 1971 a number of sawmills and plywood, veneer, and other wood-products firms also have been established or expanded in the region. These include:

- Reed Paper at Red Lake Road (lumber);
- Great Lakes Paper at Thunder Bay (lumber, waferboard, and particle-board);
- MacMillan Bloedel at Thunder Bay (waferboard);
- Pluswood at Atikokan (particle-board);
- Multiply at Nipigon (plywood);
- Weldwood at Longlac (flakeboard);
- Kimberly-Clark at Terrace Bay (lumber).

These new board mills and sawmills increase the use of species such as poplar and birch, which were previously of little economic benefit.

Their development also reflects the significant trend toward integrated wood industries in the region, as companies try to find uses for wood resources and wastes. Virtually all of the region's pulp mills have constructed or acquired sawmill facilities, enabling them to use the larger and better-quality logs for lumber, rather than for pulp. In turn, sawmill wastes such as shavings and sawdust are being used increasingly by pulp mills. In one instance, sawmill wastes are being used to make flakeboard.

These recent and proposed expansions and diversifications by forest industries in the region since 1971 have substantially increased the use of exploitable forest resources,

to the benefit of the Northwestern economy. The Ministry of Natural Resources also has encouraged reallocation of the timber limits, primarily through increased use of Volume Agreements and through a 1974 modification of the Crown dues structure. The ministry has also instituted third-party agreements to increase the harvest from under-used licence areas. Further efforts to use the forests better are expected to result from the recent *Report of the Timber Revenue Task Force* and Professor K.A. Armson's study for the Ministry of Natural Resources entitled *Forest Management in Ontario*.

Recommendation 2.9*

Related to the previous two recommendations, it is further recommended that government and industry jointly develop special training programs for people in remote areas to increase their opportunities for steady employment in both mechanized woods operations and in the mills.

A number of programs are available to facilitate the training of northern residents, including native people, for jobs in the forest industry. These include Apprenticeship Training, Training in Business and Industry (TIBI), and the Canada Manpower Industrial Training Program. In addition, there are programs more specifically directed toward native people, such as the federal Work Opportunities Program and the provincial Indian Self-Help Program. Confederation College of Applied Arts and Technology has been involved in a number of adult training programs directed at preparing native people to take jobs in industry. As a result of these efforts and of cooperative programs with regional employers,

an increasing number of native people are finding employment in woods operations and in the mills.

Recommendation 2.10

Existing incentive programs, both federal and provincial, should be broadened to include mining, primary forest industries, utilities and those service industries such as tourist outfitters which can demonstrate potential for growth in employment.

As indicated in the reference to Recommendation 1.1 above, the programs of the NODC have been extended to encourage the development of services which support manufacturing, as well as of various types of tourist operations, including outfitters. The government continues to encourage development of primary resources by building additional access roads, by introducing improved management of resources, and through tax policies which help private companies to acquire the capital they need to build and improve their facilities.

Recommendation 2.11

Provided substantial developments occur in the mining of base metals and iron in Northwestern Ontario, the federal and provincial governments should encourage, through the provision of substantial incentives, the establishment of a smelter, refinery, or other primary metal industry within the region, Thunder Bay being the most advantageous location.

In 1974 the province reaffirmed its commitment to developing further processing facilities in the north by introducing changes in The Mining

Tax Act. These changes included very favourable allowances for firms establishing facilities for smelting, refining, and otherwise processing minerals beyond the concentrate stage.

While there have been base-metals developments in the Northwest over the past six years, the scale of operations has been too small under current market conditions to warrant the establishment of processing facilities in the region. In the case of iron ore, no new properties have been brought into production since 1971, although a number of major deposits have been identified. Nevertheless, the Griffith Mine near Ear Falls has started to experiment with a direct-reduction process which will make further processing of iron ore at the mine site possible. Further processing within the region will probably become economically possible, however, only if world market conditions change and larger ore deposits are developed. The provisions of Ontario's Mining Tax Act will certainly serve to encourage such development.

Recommendation 2.12

A detailed analysis of the transportation cost/rate structure and its effects on Northwestern Ontario industry is currently being undertaken. Early consideration should be given to the recommendations of this report.

The issue of freight rates and their effect on Northwestern Ontario's industry has been the focus of much discussion and debate over the years. Most Northwestern Ontario goods are transported long

distances to reach markets in Southern Ontario and across the border in the United States. Because of the distances involved, the cost of transportation becomes a significant component of the total cost of the product. But the additional costs of transport in the north are not always caused solely by the real costs of moving goods longer distances. Studies conducted by the province since 1971 have identified a number of unnecessary obstacles to the efficient and economical movement of goods to and from Northwestern Ontario, and have put forward recommendations aimed at solving these problems. It is difficult to put some of these recommendations into effect, however, because of the jurisdictional divisions which affect transportation in Ontario. Rail shipment, for example, is the responsibility of the federal government.

Nevertheless, in its efforts to ensure that no unnecessary transportation costs are incurred by Northwestern Ontario industry, the province has been presenting these issues to the appropriate private and public bodies, and will continue to do so.

Recommendation 2.13

The Prime and Strategic "A" centres of opportunity should be encouraged to plan for development of feasible industrial sites and industrial parks which are adequately served by water, sewage disposal, power and transportation facilities. Within this recommendation it is urged that careful attention be paid to the functions that each centre is expected to perform and to the prospects of each community for industrial development.

Recommendation 2.14

Through the Northwestern Regional Development Council and in conjunction with the municipalities and the Northwestern Ontario Chamber of Commerce and other industrial agencies, communities in Northwestern Ontario with common problems and common interests should retain the services of capable industrial development officers to publicize the regional development program, to initiate the development of industrial sites, and to coordinate local development programs with the overall priorities of the regional program.

Recommendation 2.15

Financial measures to facilitate the implementation of Recommendation 2.14 should be developed jointly by the province, the Northwestern Ontario Regional Development Council, the municipalities and the private sector.

The province, through the Ministry of Industry and Tourism (MIT), offers numerous services to Northwestern Ontario communities to help support their industrial development. A full-time industrial development officer is assigned to the MIT's regional office at Thunder Bay to help Northwestern municipalities with their development programs. In addition, the regional office of the MIT is able to draw on the facilities and expertise of the ministry's staff in Toronto, once the specific type of assistance needed has been identified. Through supplying these advisory services and through sponsoring training seminars in industrial development, the MIT has helped a number of communities in the region to strengthen their industrial development efforts.

Resource access road under construction
Marina, Lake of the Woods



*Above/ MNR's fire fighting base, Dryden
*Centre/ Mattabi Mines Ltd.
*Below/ Pickle Lake: a modern resource community



In 1975 a special program to help municipalities establish industrial parks was introduced. The Industrial Parks Program, administered by the MIT, provides loans at favourable rates to municipalities for servicing industrial lands within their boundaries.

It should be noted that the MIT's help in industrial and commercial development is not available solely to municipalities. Many of the ministry's advisory and information services are offered directly to the businessmen of the region. Also, in some instances the MIT works jointly with local municipal officials and local business associations such as chambers of commerce to develop programs to help the region's enterprises. The Small Business Management Development Program recently concluded in Dryden and now under way in Kenora is an example of such cooperative efforts.

Recommendation 2.16

Attention should be given to the creation of employment opportunities for women, who are substantially under-employed in Northwestern Ontario compared with the province as a whole.

Since 1971, there has been a substantial increase in employment opportunities for women in Northwestern Ontario. This increase is due to both the expansion of the service industries in the region and the growing number of women taking jobs in the resource-based industries of the Northwest. The creation of the Women's Bureau and the recent amendments to The Employment Standards Act and the Human Rights Code have

helped to make employers aware of the many jobs women can fill; these measures have thus increased opportunities for the training, employment, and advancement of women.

In 1971, the labour force participation rate in Northwestern Ontario (i.e., the proportion of working-age persons who have jobs or are looking for work) was far below that of Ontario as a whole. This participation rate has risen considerably over the past six years and now approaches the Ontario average. The bulk of this increase stemmed from the significant rise in the region's job opportunities for women.

Recommendation 2.17

Major integrated recreational complexes, featuring camping, golf, swimming, boating, skiing, fishing, and hunting should be established at key locations in Northwestern Ontario. It is suggested that sites be investigated and, if warranted, acquired or reserved on the eastern shore of Lake of the Woods, on Eagle Lake near Vermilion Bay, on or near Minnitaki Lake south of Sioux Lookout, on accessible areas of the western shore of Lake Nipigon, on the eastern shore of Lake Nipigon near Beardmore, and on the north shore of Lake Superior between Pigeon River and the Slate Islands. Such development should encourage the widest availability of facilities to the public and a substantial return of benefits to the region itself, and could involve joint efforts by government and the tourist industry.

Recommendation 2.18

Under the Department of Tourism and Information, integrated and varied "tour packages" should be initiated and promoted to take maximum advantage of all types of recreational attractions and to extend the average visitor stay in the region.

Recommendation 2.19

Major tourist events should be developed in Northwestern Ontario which would attract large numbers of people from many parts of Canada and the United States. As examples, these events could include an international winter sports competition, and a summer voyageur festival, taking advantage of the recreational resources of Thunder Bay and elsewhere. Full advantage should be taken of the unique historical characteristics of Northwestern Ontario.

Recommendation 2.20

The north shore of Lake Superior should be developed as a major cruising area, with encouragement being given to the establishment of marina facilities, marine-oriented hotels, and on-shore recreational diversions.

Recommendation 2.21

To utilize more fully the historical and environmental qualities of the International Boundary Waters, the Pigeon River and the Lac la Croix-Rainy Lake-Rainy River systems should be developed for canoeing and other wilderness recreation.

Recommendation 2.22

The wilderness qualities of the area lying between Lake Superior and Rainy Lake, especially Quetico Provincial Park, should be carefully

preserved. Woods cutting operations should be closely controlled in all areas which have high recreational values.

Recommendation 2.23

A regional recreation and tourism plan should be prepared within the context of the Tourism and Outdoor Recreation Plan for the province.

Tourism has long been a major part of the Northwest's economy. The recommendations reproduced above were directed principally at planning the development of tourism and recreation and at capitalizing on the region's unique history and environment. The province, through the Ministry of Industry and Tourism and the Ministry of Natural Resources, has acted on the key points of these recommendations and in many cases has adopted specific programs to carry them out.

In terms of planning for tourism development, the Ministry of Industry and Tourism (MIT) in 1972 completed *Development of Tourism in Northern Ontario*. This report did not constitute a plan as such, but it did provide basic information on tourists' activities and made suggestions for developing outdoor recreation and tourism. Recently, the ministry completed another study: *Tourism Development in Ontario: A Framework for Opportunity*. Among other things, this second study identifies key areas for developing tourism in Northwestern Ontario and suggests guidelines for developing these areas.

The Ministry of Industry and Tourism has also fostered the development of major tourist events in Northwestern Ontario and has helped the region promote integrated tour packages. The province has undertaken the reconstruction of Old Fort William at Thunder Bay, and is working towards staging an annual summer voyageur festival around the fort. It has also helped local entrepreneurs improve the ski facilities in the Thunder Bay area — by building, among other things, an Olympic-calibre ski jump. These developments have enabled the region to attract a number of important winter sporting events in recent years. Regular events in other communities, such as Fort Frances' "Fun in the Sun Days" have also been helped by the government. The MIT has helped the regional travel associations to develop promotional literature and advertising. The ministry has also advertised the advantages of Northwestern Ontario in the domestic, United States, and overseas markets; and it operates travel information centres at Pigeon River, Kenora, Fort Frances, and Rainy River.

With regard to marina development, in 1974 the Ministry of Natural Resources undertook a study of the north shore of Lake Superior as a potential site for marinas and related recreation facilities. The study found the area well suited to this form of development and suggested a number of specific projects. The City of Thunder Bay, where the demand for marina and related facilities is greatest, has begun to develop marina facilities as part of a waterfront redevelopment project.

The government has also taken measures to preserve and enhance the wilderness qualities of Quetico Park and the Boundary Waters areas. Quetico Provincial Park has been designated as a primitive-class park, and commercial activities in the area, including logging, have been banned. A master park plan has been prepared to ensure that the park's wilderness qualities will be preserved.

The areas around the International Boundary Waters and the Pigeon River have been designated as the La Verendrye Park Reserve, and a canoe route has been developed through the area.

Recommendation 2.24

To facilitate research into all types of land use and capability, Ontario Land Inventory data for all parts of Northwestern Ontario should be collected and analysed as soon as possible, to provide the basis for the development of land use plans in the region.

The Ministry of Natural Resources (MNR) has finished classifying the land and mapping the land's suitability for timber, recreation, and wildlife for almost all of Northwestern Ontario south of the 52nd parallel. This and other information is being analysed by the MNR for its Strategic Land Use Plan for the region, a plan which is designed to ensure effective management of the region's natural resources. The first phase of this plan has been completed and a report *Background Information and Approach to Policy* has been published for public comment.

3. Transportation and Communications

Recommendation 3.1

To increase and improve the connectivity of the Primate and Strategic "A" growth centres, the following highway links are recommended as priority:

- a) Continued upgrading of Highway 71 (Fort Frances to Kenora);
- b) Fort Frances to Dryden;
- c) Terrace Bay to Geraldton (by first inquiring into the possibility of an agreement with Kimberly-Clark).

Recommendation 3.2

The following access roads should be given priority:

- a) Sioux Lookout to Valora and the site of Mattagami Lake Mines Ltd., at Sturgeon Lake;
- b) Minaki northeasterly to Sydney Lake (already under construction);
- c) Balmertown northerly to North Spirit Lake (already under construction);
- d) Extension of the road northerly and northwesterly from Central Patricia to connect with Balmertown northerly (already under construction);
- e) Extension and improvement of the Spruce River Road from Thunder Bay north to Armstrong;
- f) Sydney Lake northerly to Madsen;
- g) Improvement in the Anaconda road north from Nakina, providing that mining development is imminent and certain;
- h) From Nakina west to the Can-Fer iron deposits, providing that mining development is imminent and certain;

- i) Improvement in the industrial road from Manitouwadge to Caramat.

Recommendation 3.3

Over the long run consideration should be given to the construction of a highway from Atikokan north to Ignace and of an access road from Sioux Lookout easterly or northerly to Highway 599 or to Lake St. Joseph.

As noted in the first section of this review, the Ministry of Transportation and Communications' (MTC) program to maintain and improve highways in Northwestern Ontario has already brought the level of the region's highway services above the provincial average. In addition to the Highway Program, the province has completed or has under construction a number of major resource access roads in the region.

With respect to the specific projects identified in the above recommendations, MTC has completed or is building all of the roads listed, except the following:

- The travel demands and potential benefits to resource industries are not sufficient at this time to justify constructing a highway link between Terrace Bay and Geraldton. However, the MTC will continue to review the situation from time to time.
- The road northeast from Minaki has been completed as far as the north side of Sand Lake, but a decision has not yet been made to cross the English River and proceed further north.

- About 57 miles of the road north from Balmertown have been completed. Its extension to North Spirit Lake, however, has been postponed.
- Some 123 miles of road have been constructed northwest from Central Patricia. Further extension of the road has been postponed at present, but the road may eventually be extended to Windigo Lake and Round Lake.
- The potential benefits of a road from Sydney Lake to Madsen are not sufficient to justify its construction at this time.
- Mining development in the Nakina area is not imminent, and thus the Anaconda and Can-Fer access roads have not yet been undertaken.
- Improvement of the industrial road from Manitouwadge to Caramat has not been undertaken, as the travel demand and the benefits to resource industries are not sufficient to justify this improvement. The Ministry of Transportation and Communications, however, will continue to review the situation from time to time.
- Similarly, the government will continue to review the need for a highway link between Atikokan and Ignace. The possibility of major iron ore developments in the area may justify the cost of such a road in the foreseeable future.

Recommendation 3.4

The Primate and Strategic "A" centres of opportunity should be linked by a regional air service. It is further recommended that the regional service be extended to

include Primate and Strategic "A" centres in Northeastern Ontario and that the entire system be closely integrated with connecting flights between Toronto, Montreal, Thunder Bay and Winnipeg.

Recommendation 3.5

The existing policies and plans of the provincial Department of Transport's "Highways in the Sky" Program are in accordance with the Regional Development Program, but efforts should be intensified to complete the system.

The Ministry of Transportation and Communications' air services plan is in accordance with regional development policies, and the system described in 3.4 above is being put into effect.

Recommendation 3.6

The Ontario government should establish sliding formulas which could enable municipalities designated for airstrips under the "Highways in the Sky" Program to carry their fair share of the costs of air strip development and maintenance.

Recommendation 3.7

Air freight facilities should be developed fully to meet the needs of new economic developments in the Primate and Strategic "A" centres of opportunity.

Thunder Bay and all major centres, with the exception of Geraldton, have a regularly scheduled air service provided by NorOntair and/or Transair. The Geraldton airport is being improved at a cost of \$3.25 million, and NorOntair service is scheduled to be provided to the community when the work on the airport is finished.

The NorOntair system, operated by the Ontario Northland Transportation Commission, provides a link between Northeastern and Northwestern Ontario. The system connects with both Air Canada and Transair services at Thunder Bay and Dryden.

With regard to airport construction, the Ontario government's subsidy for capital costs of some items involved in building and improving municipal airports has been increased from 50% to 80%. Dryden, Fort Frances, and Atikokan have received such subsidies. In addition, seven airstrips have been constructed in remote areas of the region over the past few years.

Finally, air freight facilities have been developed to keep pace with demands in Thunder Bay and the other centres.

Recommendation 3.8

The Ontario government should initiate feasibility studies of technological change which could improve efficiency and reduce the time/costs involved in transporting bulk commodities such as mineral products and manufactured products out of and into Northwestern Ontario. Such changes could involve centralized loading and off-loading facilities, unit trains, and/or containerization.

The Ministry of Transportation and Communications, in consultation with other government agencies and private industry, continually evaluates new technology in transportation and its potential application in Ontario. For example, the ministry has recently completed a study of deck-top barging (transporting loaded railway freight cars on barges) on the Great Lakes. Currently, at least one

of the region's pulp and paper companies uses deck-top barging to transport products to United States markets. The use of unit trains to move coal from Western Canada to Thunder Bay has also been investigated. Another recent study evaluated the potential use of pipelines to transport a slurry of iron ore in water and possibly similar commodities.

Recommendation 3.9

There should be established a central radio and television centre in Thunder Bay which would emphasize Ontario and Northwestern Ontario news content and extend such content into all parts of Northwestern Ontario through existing repeater stations.

The Ministry of Transportation and Communications (MTC) has helped private companies provide alternative radio service by means of low-power relay transmitters to serve the communities of Red Lake, Ear Falls, Ignace, Sioux Lookout, Hudson, and Atikokan.

The Ontario Educational Communications Authority now transmits educational television from Toronto to Thunder Bay for distribution to cable subscribers. In 1977, however, construction will start on a television broadcasting station at Thunder Bay that will broadcast educational programs all day long to Thunder Bay and its surrounding area, including Nipigon-Red Rock.

*Above/Dryden's day care centre
Centre/Old Fort William
Below/ Multiple dwelling units

Above/ Modern logging equipment in action
Below/ Highway 17 near Marathon



Recommendation 3.10

There is an obvious need for, and early steps should be taken to develop, an improved integrated two-way radio system operating 24 hours a day to link remote settlements located in the Patricia Portion and in other territory north of the Canadian National main line.

The Ontario government, in cooperation with Bell Canada, is in the process of extending telecommunications services to remote northern communities, making reliable 24-hour-a-day voice communication possible. Scheduled for completion by 1980, these services will cost the province an estimated \$8.4 million, with an equal amount being contributed by Bell Canada.

4. Community and Regional Environment

Recommendation 4.1

Regional or district government and municipal consolidation should be implemented in those parts of the Northwestern Ontario where it is desirable.

It has long been recognized that both the system of local government and the role of the provincial government in the north require special attention. The Ontario Committee on Taxation, The Lakehead Local Government Review, and The Inter-departmental Committee on Government at the District Level, among others, agreed that the north's governmental requirements are unique in Ontario. For this reason, the regional government approach adopted in some other areas of the province earlier in this decade has not been considered appropriate in the Northwest. This is not to say that

there is no room for improvement in the system of local government in the region. The province has made it clear that it stands ready to assist municipalities in the region which wish to review and adjust their local government structure. These studies are to be initiated by the municipalities concerned, except in extreme cases where, for example, communities with urgent problems prove unable to agree on any course of action.

Recommendation 4.2

As a general policy, the construction of new townsites in Northwestern Ontario for specialized purposes such as mining should be discouraged if not restricted.

Recommendation 4.3

A type of temporary housing and service accommodation should be developed to serve the needs of mining operations which are to be small in scale and relatively short-lived.

The policy mentioned in 4.2 above reduces the need for temporary housing and services to some extent, inasmuch as it discourages temporary communities. Where temporary housing is necessary, though, one appropriate form is the mobile home. The province has taken a number of steps to establish mobile homes as an acceptable alternative to conventional forms of housing and to ensure that mobile home residents enjoy the same privileges and undertake the same responsibilities as people who live in conventional houses. The following are examples of these steps, in areas for which the Ministry of Housing is responsible.

- The Planning Act defines mobile homes as dwellings and ensures that the same standards of maintenance and occupancy are applied to mobile homes as to other forms of housing.
- New provisions in The Planning Act (June 1, 1977) are intended to prevent poorly planned mobile-home parks from being developed in the rural areas of municipalities with inadequate zoning.
- Under certain conditions, mobile homes are eligible for grants under OHRP (Ontario Home Renewal Program).
- Guidelines are being developed for the design of mobile-home projects. These guidelines should be available in the fall of 1977.

In matters which are the responsibility of other ministries, the same aim, that of putting mobile-home owners on the same footing as owners of conventional homes, has resulted in the following developments.

- The Landlord and Tenant Act and The Residential Premises Rent Review Act now apply to the relationships between mobile-home owners who rent land in mobile-home parks and the park owner.
- The Ontario Retail Sales Tax on new mobile homes has been reduced. The tax is now based on a value less than the retail purchase price of the mobile home. Used mobile homes are not subject to the tax.

- The Home Warranty Plan can, under certain circumstances, cover mobile homes.

Recommendation 4.4

The Ontario Housing Corporation and/or the municipalities should initiate land assembly projects to provide an adequate supply of residential building lots and to allow the municipality to benefit under the Home Ownership Made Easy Plan. Top priority should be given to Thunder Bay, with Strategic "A" centres following.

The Ontario Housing Development Act of June, 1974, gave municipalities the authority to assemble and service land for housing, provided that an Official Plan with housing provisions or a Housing Policy Statement was first prepared and approved. When municipalities have met either of these provisions, they can then qualify for federal government loans to cover up to 90% of the capital costs of acquiring, planning, servicing and marketing lots. By April 30, 1977, the Ministry of Housing had given assistance or grants for the preparation of Municipal Housing Policy Statements to fourteen communities: Ear Falls, Keewatin, Red Lake, Sioux Lookout, Nipigon, Beardmore, Geraldton, Nakina, Marathon, Longlac, Schreiber, Terrace Bay, Thunder Bay, and Dryden.

The Home Ownership Made Easy (HOME) Program, between its inception and March, 1977, assembled, serviced, and subdivided lots and arranged for the building of economical housing for sale in Thunder Bay (46 houses), Geraldton (25), Kenora (18), Ear Falls (15),

and Longlac (9). The HOME program was phased out in March in favour of cash grants to supplement existing subsidies given by the federal Assisted Home Ownership Program (AHOP).

Recommendation 4.5*

Provision should be made to enable people living in isolated communities to take advantage of OHC-type loans. These loans, where possible, should include provisions for the purchase of land and services.

The Northern Ontario Assistance (NOAH) Program, initiated in March, 1973, provided low-income families in non-urban areas of Northern Ontario, particularly in unorganized and remote communities, with assisted rental housing. By May, 1975, NOAH had provided units in the following communities: Minaki (20 units), Dinorwic (10), Sioux Lookout (6), Hudson (20), Kawartha Lake (8), Upsala (6), Nipigon (10), Aroland (10), and Manitowadge (10).

In 1975, the NOAH Program was replaced by the federal-provincial Rural and Native Housing Program. To establish the latter program, the federal and provincial governments signed an agreement to spend up to \$20 million over three years to help rural and native people in Ontario own and rehabilitate their homes. The amount of help given is based on the income of the recipients. The Rural and Native Housing Program is administered by the CMHC; to date, forty-five communities have been approved for investigation.

The Ontario Home Renewal Program (OHRP) begun in 1974, provides per capita grants to municipalities to administer as loans to owner occupants whose adjusted annual family income is no greater than \$12,500. The prime objectives of these loans are to repair faulty structural and sanitary arrangements and to improve plumbing, heating, and electrical systems. In unorganized communities, OHRP is administered through the provincial Northern Affairs Officers of the Ministry of Northern Affairs.

Approximately \$3,000,000 has been allocated in Northwestern Ontario to date under the OHRP program. Of this sum, about \$2,400,000 has been granted to thirty-eight municipalities and over \$500,000 to unorganized territories.

The province has adopted a general policy of discouraging the construction of new townsites for specialized and short-term purposes, such as mining, except where commuting from an existing community is not practical. The purpose of this policy is to avoid spending large sums on new infrastructure that will be used for only a short time.

Recommendation 4.6

The Department of Lands and Forests and local conservation authorities should intensify replanting of older cut-over areas, especially in forest areas close to existing wood-using industries.

In 1973, the Ministry of Natural Resources (formerly the Department of Lands and Forests) embarked on a program to replant more cut-over Crown land. In 1975, the ministry replanted some 65,000 acres. By 1983, the ministry expects to more than triple this program and regenerate some 210,000 acres. The province is aware of the need to plan for future forest production now, and is currently reviewing its forest production targets.

The ministry has also agreed to manage the forests growing on a small parcel of land owned by the Lakehead Region Conservation Authority. In addition, it assists a number of private landowners in the region by advising them on proper forest management, as well as by providing them with nursery stock at low cost.

Recommendation 4.7

Measures to prevent and reduce air and water pollution should be intensified.

Ontario was one of the first jurisdictions in the world to develop a comprehensive program of environmental protection, rehabilitation, and management. Central to this program was the establishment in 1972 of the Ministry of the Environment, whose duties are to identify sources of air and water pollution and to establish abatement programs to deal with these. In order to improve its services in Northwestern Ontario, in 1974 the ministry established within the region a regional office and two district offices. A regional laboratory was also brought into operation recently.

The ministry has made progress in reducing and preventing air pollution from such sources as pulp mills, sawmills, and grain elevators. To prevent and reduce water pollution, treatment facilities and new processes have been installed in the region's pulp and paper mills; sewage treatment plants have been constructed or expanded in a number of communities; and measures have been taken to improve containment of mine tailings and contaminated water.

The Environmental Assessment Act, proclaimed in 1976, is now being put into effect. This act will play a large part in preventing pollution by ensuring, before new developments in the region are built, that they will conform with environmental objectives.

Since 1975, the ministry has signed two significant agreements affecting the Northwest: the Canada-Ontario Accord for the Protection and Enhancement of Environmental Quality and the Agreement Respecting Great Lakes Water Quality. The former agreement adopts national minimum standards for environmental protection at the start-up of all new installations or of major modifications to installations; the latter agreement sets certain water quality objectives for the Great Lakes.

5. Education

Recommendation 5.1

In recognition of the desirability of achieving equality of educational opportunity between large urban centres and the more remote communities, specific proposals are made in Recommendations 5.2 to 5.14. These should be implemented

on a staged basis in accordance with availability of resources and priority needs.

The province is putting virtually all of the Recommendations 5.2 to 5.14 into effect. Certain recommendations have been carried out more completely than others, but, as noted above, the specific proposals must be carried out in stages, according to available resources and priorities.

Recommendation 5.2

Investigate thoroughly the possibility of providing regional boards of education or a combined separate school board to provide services for the 20 small isolated public school boards and the 4 small isolated separate school boards in order that the pupils involved may have more of the opportunities available to the over 98% of the pupils who are now under the jurisdiction of larger units of administration. Some of the problems related to the disparity in education achievement are symptoms of an inadequate administrative structure. The administrative assistance given by the area superintendents attached to the regional office should be extended to the maximum amount possible.

Recommendation 5.3

When the isolated boards are grouped for administrative purposes, the more sophisticated types of teaching aids should be utilized on a rotating basis between schools. The curriculum and resource people at the Regional Office of Education should provide consultant services to upgrade the educational standards either in total or to supplement any that would be economically feasible for the regional board to provide.

Recommendation 5.4*

Where it is difficult to obtain sufficient numbers of highly qualified staff, highest priority should be given to the use of television or other communications media which can extend good teaching facilities into remote areas.

Recommendation 5.5*

The feasibility of developing learning facilities aboard school vehicles should be investigated.

The unique problems and needs of small isolated school boards have been recognized and addressed through various means since 1971. These small isolated school boards have been combined with larger boards wherever possible. Where this has not been possible or desirable, as is the case with nineteen isolated school boards, efforts are now under way to combine them into a single cooperative board.

The administrative assistance given by staff of the regional office of the Ministry of Education has been extended to provide supervision for the Red Lake, Geraldton, and Nipigon-Red Rock boards.

All isolated schools now have basic audio-visual equipment and access to films, books, and other materials from the regional office and other sources. Educational standards have been improved to some extent by raising the qualifications of the teachers: new teachers must now meet higher requirements to obtain

their degrees and certificates than they had to in the past. In addition, the Ministry of Education helps to provide highly qualified staff through its Northern Corps, a corps of teachers specially recruited and trained to work in remote areas.

The quality of bus equipment and services was examined in the Ministry of Education report *The Education of Adolescents in Remote Areas of Ontario*. The report's suggestions for improving these services are being reviewed at the present time.

Recommendation 5.6*

In remote elementary schools, in cases where neither English nor French is normally spoken, instruction in the first few grades should be in the language of the students. English should be introduced in the fifth or sixth grade, by which time both children and parents would be familiar with the educational process.

Recommendation 5.7*

For children who are removed from isolated areas to attend school, orientation programs should be introduced for the child, his parents and the host family. While there is no set limit for the cost of room and board for pupils under the jurisdiction of school boards, the basic daily allowance for such costs for other children should be increased. In addition, financial provision should be made to allow the child to return home at least two or three times during the school year.

Recommendation 5.8*

Special classes should be established for children when first attending schools with an emphasis on individual programs.

Recommendation 5.9*

Special attention should be given to structuring courses in a manner which will enable each individual student to achieve his full potential according to his own abilities and needs. For some this may mean an emphasis on certain skills, for others orientation towards a university or technological college.

The province recognizes that native students from remote areas need special programs and counselling. Special educational and social counselling are now provided for native students from remote areas who are attending school in Thunder Bay and Red Lake.

The basic daily allowance which the Ministry of Education gives students attending residential schools has been increased from \$4.00 per day in 1971 to \$6.75 per day in 1976, with an additional daily allowance of \$1.25 for those students attending school more than seventy-five miles from home. This increase enables students to visit their homes during the school year. The regional office of the Ministry of Education also has a discretionary fund with which it can help native students purchase clothing, books, and other necessities.

Recently, the Ministry of Education published a resource guide, *People of Native Ancestry: I*. It provides

teachers with guidance on teaching methods and curriculum for primary and junior classes of native children. A companion guide, *People of Native Ancestry: II*, is being prepared and will be available soon. It will provide similar guidance on teaching methods and curricula for intermediate-level classes of native students.

Although classroom instruction is not yet being conducted in native languages (mainly because few teachers know these languages) arrangements have been made in some schools to teach the native language itself. While significant advances have been made since 1971, the province is continuing its efforts to suit teaching methods and curricula to the needs of native students.

Recommendation 5.10*

Classes for adults aimed at upgrading their education, at least to the level where they can understand the opportunities available to them and to their children, should be continued.

The province is working in a number of ways to improve the education of the region's adults. The Regional Priority Budget has been used to start Life Skills courses in a number of predominantly native communities. These courses teach adults household maintenance, family nutrition, and other aspects of domestic and social adjustment.

The Ministry of Colleges and Universities provides financial support to such institutions as Confederation College to enable it to bring adult education courses to some twenty-five remote native communities. The courses include instruction in the English language and in selected academic subjects and training in prospecting, welding, and other employable skills.

Recommendation 5.11*

Diet supplement programs should be introduced in remote schools to ensure an adequate level of nutrition.

Recommendation 5.12*

As an added incentive to parents to keep their children in school the present youth allowance of \$10 per child per month should be raised for those families with a demonstrated need.

The federal and provincial governments share the responsibility for child and family support. The modifications to the family allowance program introduced in 1974 have substantially raised the assistance given to lower-income families with children under the age of eighteen. These changes meet the requirement of the second recommendation above.

With respect to diet supplement programs, some schools in the region have had modest nutrition programs for a number of years. There is no uniform standard or policy, however. The report *The Education of Adolescents in Remote Areas of Ontario* mentioned in 5.5 above deals in part

with nutrition among students in remote schools. The province is currently considering its suggestions.

Recommendation 5.13*

In structuring the curricula and purchasing books, it is essential that these reflect the society and environment in which they are to be used.

Teaching kits being produced by the Ontario Institute for Studies in Education should be used in Northwestern Ontario as soon as possible.

Since the needs of the region's remote schools are unique, teaching kits prepared by the Ontario Institute for Studies in Education were of limited relevance to native students in Northwestern Ontario. Instead, as mentioned earlier, the Ministry of Education's *People of Native Ancestry* provides guidance on curricula, etc., for native students.

Recommendation 5.14*

The Northern Corps of teachers should be expanded and mobile teachers should be available to work with isolated and nomadic groups.

Since the number of students enrolled in the small isolated schools served by the Northern Corps has increased somewhat in recent years, the Northern Corps in the region has expanded from nine teachers in 1971 to sixteen teachers in the present school year.

On closer examination, the concept of mobile teachers to work with nomadic groups was deemed impractical. It also seems unneces-

sary, inasmuch as native people are now tending to settle in permanent communities.

6. Health

Recommendation 6.1

In order to increase the accessibility of health services in all parts of the region in a planned fashion, careful consideration should be given to specific proposals in Recommendations 6.2 to 6.8. In health, as in education, such proposals can only be implemented on a staged basis in accordance with availability of resources and priority needs.

Since 1971, significant improvements have been achieved in the provision of health services in Northwestern Ontario. The aim of these improvements has been to develop, with limited resources, an integrated health system capable of responding to the needs of the region's residents, wherever they live. Additional ways to improve the effectiveness of the health system in Northwestern Ontario are continually being considered and evaluated.

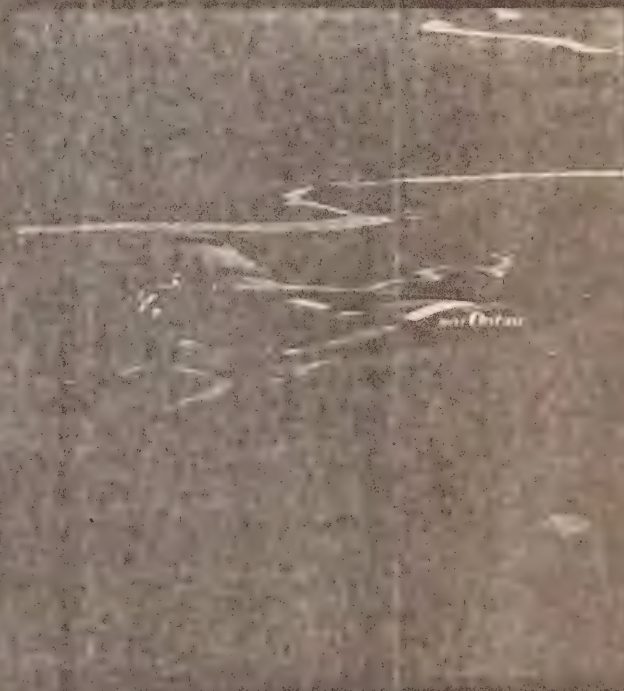
Recommendation 6.2*

Health planning should be organized on a regional basis. Recommendations towards this end have been prepared by the Ontario Council of Health.

The Council has suggested that the two chief components of such regional health planning be the hospitals and the public health service and that other components include among others: specialist care, organized rehabilitation, mental health, home care, ambulance services and health services for the aged.

Senior citizens' activities
Lakehead University
Recent housing subdivision development

Above/NorOntair Twin Otter service
Below/Steep Rock Iron Mines



Health planning throughout the province is now organized on a regional basis, and an Area Planning Coordinator has been appointed for Northern Ontario; he acts as the primary Ministry of Health contact with the District Health Councils in the north.

Two District Health Councils have been established, one in Thunder Bay and one in Kenora-Rainy River, to advise the Ministry of Health on planning for the entire Northwestern Ontario region. The primary responsibilities of these councils are to identify local needs, evaluate alternative programs, establish priorities, and prepare a comprehensive program for their respective districts.

The establishment of these councils and the coordination that they have achieved has been one of the region's most significant achievements in the health field since 1971.

Recommendation 6.3*

Attention should be given to development of appropriate specialist medical services, especially in Strategic "A" centres.

Recommendation 6.4*

The smaller municipalities and unorganized communities could be assisted in the provision of accommodation for medical personnel.

Recommendation 6.5*

In remote areas, adequate telecommunication service on a 24-hour basis should be available to all personnel who may have to contact an outside centre for consultation or to summon medical or ambulance services.

Recommendation 6.6

Because of the uncertainties of northern transportation, school courses in health education should be emphasized so that all citizens may have at least some knowledge of the prevention of disease, preservation of health, first aid and home nursing.

Recommendation 6.7

The possibility should be examined of establishing frontier nursing courses, similar to those at Dalhousie University, to train medical personnel to a level half-way between that of a doctor and a nurse. The nurse practitioners produced in this way could either staff the present nursing stations, or travel among a specified number of isolated reserves and communities.

The achievement of an appropriate balance and distribution of services is essential to an effective health care system in the Northwest. Various measures have been instituted since 1971 to make the appropriate health care programs accessible to the region's residents.

Active-treatment hospitals providing various levels of service are established in all communities in the Northwest which are large enough to justify them. More highly specialized services, including those for mental health, are available in Thunder Bay to meet the needs of people throughout the region. Since 1971, the province has provided more than \$10 million in hospital construction grants to hospitals in Northwestern Ontario. Hospital services have been complemented by more emphasis on care outside hospitals, on care for the long-term patient, and on care in the patient's home.

In smaller communities the Ministry of Health helps provide medical and dental personnel through its Underserved Area Program. Other approaches to providing health manpower have also been adopted. In addition, primary care nurses are working at clinics in Thunder Bay, Beardmore, Ignace, Pickle Lake, Caramat, and Nakina. They are also employed extensively by the federal government to staff its nursing stations and to visit the more remote and predominately native communities of the region.

Telecommunications are being used to help the delivery of health services in Northwestern Ontario. The extension of telecommunication services via satellite to communities in remote areas (described earlier under Recommendation 6.10) will provide reliable 24-hour-a-day communication. In addition, the Ministry of Health and the federal government are conducting an experimental program using the Communications Technology Satellite to link the Pickle Lake medical clinic with the specialist facilities of a Toronto hospital.

The importance of preventive measures has not been overlooked. Health education in the elementary and secondary schools has been given more emphasis in recent years. In addition, the Public Health Units, through their school visits and contacts with the general public, have been active in teaching people about alcoholism, venereal disease, family planning, nutrition, and other health matters.

Recommendation 6.8

The possibility should be investigated of organizing existing facilities into an airborne health service circuit for transporting patients and medical personnel into and out of remote settlements, on both a regular and emergency basis.

The general improvements in the region's air services described earlier, coupled with special arrangements for emergency air ambulance service, have effectively met the suggestions contained in the above recommendation.

7. Social Services

Recommendation 7.1

Larger units of administration will require careful planning to produce programs which are responsive to the needs of the community and which are coordinated with provincial administration.

The delivery of social services at the local level should be organized regionally.

Recommendation 7.2

The number of family service workers and vocational rehabilitation workers in provincial regional offices should be increased in order to strengthen preventative measures.

Recommendation 7.3

Incentives should be developed which will permit the larger units of administration noted in Recommendation 7.1 and private agencies to attract and retain skilled personnel.

Since 1971, the Ministry of Community and Social Services has significantly improved the social services available in Northwestern Ontario. Services have been expanded in such areas as: day care, homes for the aged, programs for the mentally retarded, vocational rehabilitation, student and youth counselling, and income maintenance.

A Welfare Administration Board has been in operation in the Rainy River district for several years to coordinate welfare services there. Lakehead University has completed a study on behalf of the Ministry of Community and Social Services to design an integrated social service delivery system for the Rainy River and Kenora districts, and a similar system for the Thunder Bay district has also been suggested. Discussions are continuing with the municipalities with a view to creating such systems.

Since 1971, increased Community and Social Services Staff have been assigned to offices in Thunder Bay, Geraldton, Keewatin, Dryden, Fort Frances, and Red Lake. A new office has also been opened in Sioux Lookout.

While incentives per se have not been instituted to attract and retain skilled personnel as envisioned in Recommendation 7.3, the Ministry of Community and Social Services has made arrangements to use the services and skills of local social service groups and consultants. These arrangements indirectly attract and retain skilled personnel.

Recommendation 7.4

Lakehead University should be encouraged to develop and improve social service courses available in Northwestern Ontario. Community colleges should develop courses for related occupations such as the training of homemakers.

In 1973, Lakehead University established a Department of Social Work. The department currently has seventy full-time students and offers a number of courses relating to Northwestern Ontario. In addition, Confederation College offers a Social Services Program. The program, which currently has an enrolment of thirty-five full-time students, provides practical training in social service occupations.

Recommendation 7.5

National and/or province-wide charitable organizations should be made aware of the need to channel resources to Northwestern Ontario for the construction and operation, with provincial financial assistance, of institutions such as homes for the aged, day nurseries, vocational rehabilitation workshops and elderly persons recreational centres.

A number of private, non-profit organizations have been formed in the region and have instituted such services as half-way houses for alcoholics, counselling for native students, debt counselling, etc. These services have received encouragement and, in some cases, financial assistance from the provincial government.

Local Government Information
Relevant to the Royal Commission
on the Northern Environment

Territorial Districts

TEIGA administers the Territorial Division Act, which lists the components of each county and district in the province. A brief of this topic provides a useful introduction to government structure in the north.

In Southern Ontario all lands are organized municipally into counties and regional municipalities, which are levels of government with a county or regional council that is composed of representatives of such "lower tier" municipalities as towns, villages, townships, and, in regional municipalities, cities.

In contrast, a great deal of the geographic area of Northern Ontario is not organized for municipal purposes. The only "organized territory"* is within the boundaries of cities, towns, villages, townships, improvement districts and the Regional Municipality of Sudbury. With the exception of Sudbury, all municipalities are "single-tier", with no equivalent of the county council representing large areas. For many local purposes, the Province considers Indian reserves to be municipalities, and band councils as municipal councils.

*The interpretation section of The Municipal Act defines "unorganized territory" as "that part of Ontario without county organization". We consider this definition out of date with common usage and in fact, with common sense, since municipalities in the North (i.e. outside the county system) are organized in the usual sense of the word.

Territorial districts are administrative units for some Provincial programs and ministries. The most important of these is the judicial district, for justice, land registry and titles, and property assessment. The district centres north of 50° are Kenora; Thunder Bay; and Cochrane; which incidentally have the same names as the districts they serve. Most communities along James Bay and Hudson Bay, including those in the Patricia Portion of Kenora District, are served from Moosonee. However, a resident of Winisk or other places north of the Albany River charged with a criminal offence or registering a property instrument must go to Kenora, more than 600 air miles away, the district "centre."

The Commission might be interested in assessing the geography of Government administration of the study area and in particular, the need for redrawing the territorial districts in the present Patricia Portion of Kenora District and the northern portions of Thunder Bay and Cochrane Districts.

Municipal Organization

North of 50° there are six municipalities created under The Municipal Act and one special municipal-type body (the Moosonee Area Development Board) created by special legislation. They are the following:

<u>Name</u>	<u>Type</u>	<u>Year Established</u>	<u>1976 Population</u>
Ear Falls	Improvement District	1970	1,963
Balmertown	Improvement District	1950	2,047
Red Lake	Township	1960	2,290
Pickle Lake	Improvement District	1976	713
Sioux Lookout	Town	1912	3,106
Nakina	Improvement District	1957	680
Moosonee	Board	1968	1,231

An improvement district is a municipality and is considered to be a township for most purposes. It has three differences from other types of municipalities: it has a board of trustees appointed by Cabinet rather than an elected council; TEIGA supervises the financial and other operations of the municipality and must approve all by-laws for them to take effect; and the board has more land development powers than other municipalities have under The Municipal Act. Resident groups in most new townsites petition for improvement district status as part of their start-up; some eventually are elevated to "full status," i.e. with an elected body and no TEIGA supervision. Improvement districts in a mature state and with few immediate development problems are encouraged to go to full status.

Unorganized Communities

There are a significant number of people living outside municipalities and Indian reserves in the north, and particularly north of 50⁰. Most of these live in relatively compact hamlets that we generally categorize as "unorganized communities." These places have no formal municipal, general-purpose organization but they have informal and special-purpose organizations. Some bodies, including recreation committees, district school area boards, and local roads boards, are set up under Provincial legislation and have specific functions. Others, like the Aroland Indian Association, the Armstrong Development Corporation, and the Madsen Community Club, are bodies corporate under The Corporations Act performing a number of municipal-type services (e.g. fire, recreation, utilities, community development, adult education). Some unorganized communities are within the boundaries of area-wide special purpose bodies, such as boards of education (e.g. Hudson, Minaki) and planning boards (Madsen, Hudson).

Most of the unorganized communities north of 50⁰ are on the CNR main line, from Minaki in the west to Pagwa River in the east. Others are present or past mine townsites (South Bay Mine, Madsen) or hydro townsites (e.g. Smoky Falls, owned by Spruce Falls Power and Paper Co.). Here is a relatively complete list of permanent, non-reserve communities north of 50⁰:

<u>District</u>	<u>Unorganized Communities</u>
Kenora	Minaki, Camp Robinson, Madsen, Starratt-Olsen, South Bay Mine, Hudson
Thunder Bay	Savant Lake, Allanwater, Collins, Armstrong, Ferland, Auden, Aroland
Cochrane	Pagwa River, Smoky Falls, Moose River Crossing, Moose Factory

Other Forms of Local Government

The term "local government" generally includes municipalities and all local or area-wide bodies--both elected and appointed--in some way involved in the provision of public services at a smaller-than-Provincial level. In the north, they include these types and examples:

Municipal -- elected councils, appointed Improvement District boards of trustees, band councils.

Local Special-Purpose Bodies -- recreation committees,* arena and parks Boards, planning boards,* public utilities commissions, library boards, cemetery boards, Roman Catholic separate school boards,* local roads boards,** district school area boards.*

Area-Wide Special-Purpose Bodies -- boards of education, homes for the aged boards of management, health unit boards, district (combined) Roman Catholic separate school boards, district welfare administration boards. These boards provide services to unorganized territory residents, whose costs are paid (except for education) by the Province.

* Can operate in unorganized territory as well as in municipalities.

**Can operate only in unorganized territory.

Private Bodies Spending Public Monies -- hospital boards of children's aid societies.

Information on special-purpose bodies, such as areas covered, powers, financial arrangements, regulations, services, board or staff contacts and Provincial relationships, can best be obtained from the appropriate Provincial ministry.

The Province provides some services normally provided by the municipal councils or local boards. These include garbage dumps (MNR), public health (Northern Ontario Public Health Service), and zoning and development control (Ministry of Housing and MNR).

MINISTRY OF
TREASURY, ECONOMICS
AND INTERGOVERNMENTAL
AFFAIRS

Ontario Economic Council
G.L. Reuber

Minister
Parliamentary Assistant

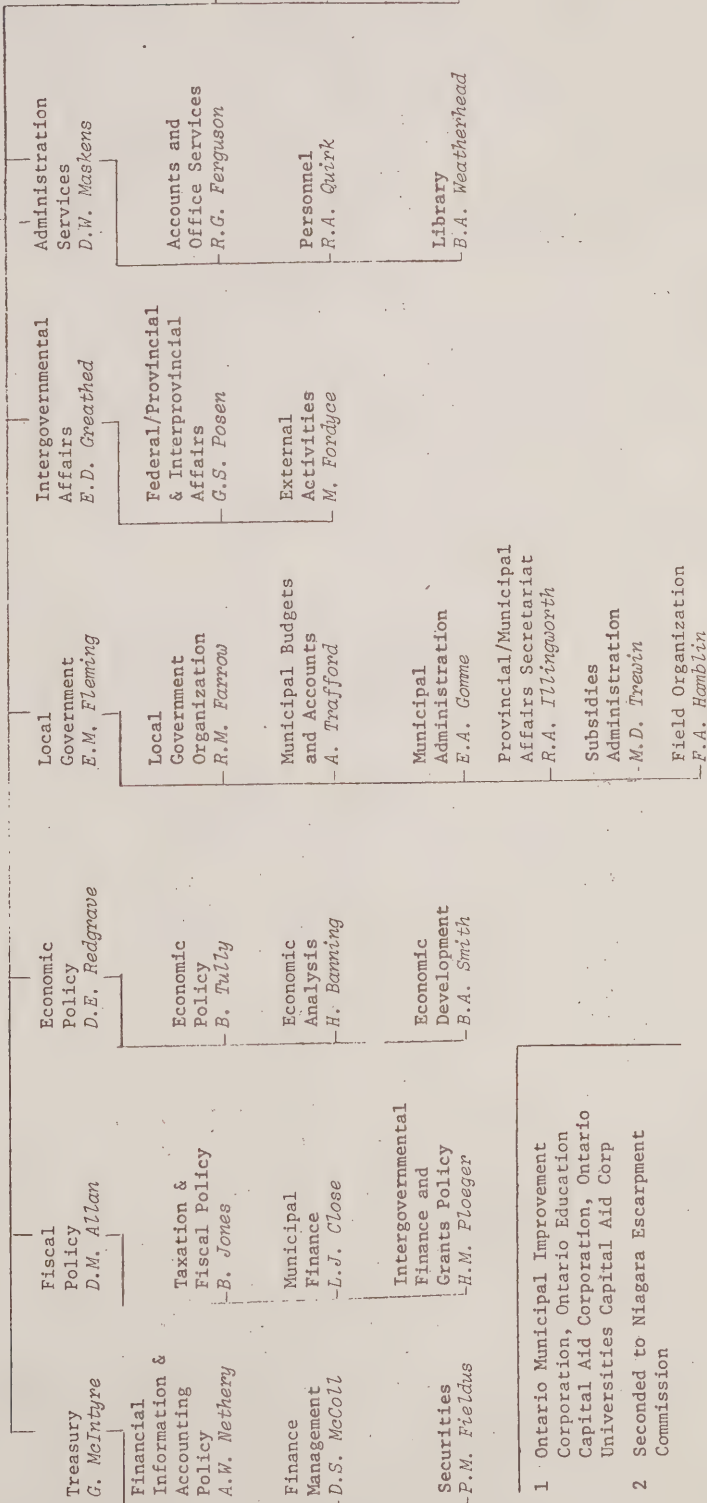
W.D. McKeough
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Ontario Land Corporation
C.P. Honey

Deputy Minister
Senior Assistant Deputy Minister
Assistant Deputy Minister
Policy Coordinator
Director, Main Office
Director, Plan Preparations²

Loan Corporations¹
A.R. Dick

Central Statistical Services
O.M. Schnick



1 Ontario Municipal Improvement Corporation, Ontario Education Capital Aid Corporation, Ontario Universities Capital Aid Corp

2 Seconded to Niagara Escarpment Commission

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

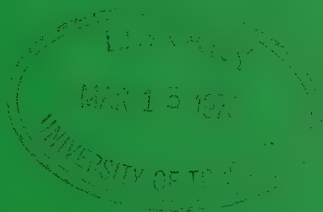
BY

THE CORPORATION OF
THE TOWN OF KAPUSKASING

PRESENTED AT

TIMMINS

NOVEMBER 23, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

THE CORPORATION OF THE TOWN OF KAPUSKASING
88 Riverside Drive
Kapuskasing, Ontario

PRESENTED AT

TIMMINS, ONTARIO

ON
NOVEMBER 23, 1977

ROYAL COMMISSION
ON THE NORTHERN
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The Corporation of
the Town of
Kapuskasing

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Unit*

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(DIE S CHAMP)

PRESENTATION BY

THE CORPORATION OF THE TOWN OF KAPUSKASING

MADE BY MAYOR RENE PICHE

TO

MR. JUSTICE E. P. HARTT OF

THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

At a meeting in Timmins on Wednesday, November 23, 1977.

No. 84

Royal Commission on the
Northern Environment
This exhibit is produced by

Town of Kapuskasing
this 23 day of Nov 1977
S. J. J. J.

Mr. Justice E.P. Hartt:

The Model Town of the North is pleased to submit some views for your Commission's consideration from a municipality which is not north of the 50th parallel, and is in fact located at 49° 25', but is and will continue to be dependent upon forest resources, power sources and roads that are located north of the 50th parallel.

We feel that the North in your study cannot be arbitrarily established at a particular parallel but should include any spheres of influence that affect the present and future life styles of people residing in what is commonly referred to as the North, as it is referred to by us and others living in Northeastern Ontario - leaving Northwestern Ontario to the views of those better acquainted with that region of the northland.

We would like to bring four subjects to your attention: planning, the future of single industry resource based communities, tourism and public awareness. We do not propose to go into great lengths on these four points at this stage in your hearings but primarily we wish to have our views noted and if you consider them to have some merit, we are prepared to present further elaboration at some future date prior to the completion of your Commission's task.

Our views are not highly technical nor earth shattering but represent the genuine concerns of our Municipal Council and thereby 12,500 citizens for the future of our community and its region.

PLANNING

The provincial government in March, 1976 tabled the Northeastern Ontario Strategy, a proposed planning and development strategy in the design for development of this region. This draft proposal was put out to obtain the views of the citizens, groups and others in order that a compre-



hensive planning document could be evolved and finalized that would serve as a blueprint for the future growth of Northeastern Ontario. To date the strategy has not been agreed upon nor finalized.

Just as an official plan is a must to chart the logical growth of a municipality or planning area surrounding that community, and is a required exercise in order to receive provincial financial aid in various undertakings, so is there a need, and more so, for a plan blueprinting the development and growth of Northeastern Ontario.

In reviewing the draft strategy report we note very little reference to that area north of the 50th parallel, or more particularly north of the Highway No. 11 and ~~the~~ ^{the} and CNR transportation corridor.

We suggest that your Commission should not table a final report until a strategy plan has been developed, with appropriate input, on the development of that portion of Northeastern Ontario north of Highway No. 11 as it runs in an east-west direction across the region. We further suggest that you commission a responsible firm of planners to

- (a) delineate those natural resources, power sources and roads or corridors that are in present use and their spheres of influence,
- (b) establish those known natural resources, potential power sources and proposed roads or corridor that are presently not developed or in use but could be developed within the next twenty years and the spheres of influence that such development would have,
- (c) Indicate those areas where long range development, beyond a twenty year period, is likely to take place or the direction in which it would be best to take place and

the spheres of influence of same. This portion of the study should be substantiated by a mineral and natural resource survey of the whole area.

- (d) set out the means whereby the development could be altered from that set out in the foregoing three phases. Just as a community official plan has an established method of being amended as conditions change, so should the regional strategy plan. We suggest that once the plan has been proposed by your Commission, it should not be able to be amended simply by a provincial government decision. We propose that this strategy plan only be able to be amended if your Commission or its successor, is reactivated and following public hearings and a time limit of no longer than one year, recommends an amendment. This proposal would safeguard any arbitrary, hurried political decision that is not in the general public interest.

SINGLE INDUSTRY COMMUNITIES

We are concerned with the future of the single industry, resource-based communities in the north. We are concerned with the static position of the majority of such communities and the gradual population decrease in most cases. We are interested in means whereby single industry dependence can be changed to diversified industry development.

We went through a painful experience of seven

months from July, 1975 to February, 1976 when a province-wide pulp and paper labour dispute virtually closed down the forest based northern communities. When such a prolonged strike takes place in a large centre where there are many different sources of employment, it is not as serious to a community, as everything doesn't eventually grind to a stop. But when a major strike or a major work shutdown due to economic problems takes place in our single industry towns, we have economic disaster. It is one and a half years since the pulp and paper labour dispute and we are still feeling the economic repercussions and will for quite some time yet.

We suggest that your Commission should consider as its uppermost priority in development the protection of existing communities and their development bases before any consideration is given to new development. Existing development should not be sacrificed or watered down for new development. We do not go along with some theories that are bandied about that some resource based communities should be allowed to be phased out when the resource base is depleted. We feel that everything possible has to be tried to provide for long range development of all our communities and thus development should look at all possible means of diversification. If the use of a new resource base will provide economic diversification for a town or towns, there should be every effort to permit such development.

TOURISM

One of the biggest selling points of the North is its environment - the fresh air, the closeness to nature, the less dense population, the more tranquil pace. The North is a tourist attraction, not necessarily due to specific places but in a regional context.

Our future lies in tourism. With energy costs escalating rapidly and with the devaluation of the dollar, we will see more Ontario residents and more of our American friends vacationing in this part of Ontario. The overall investment in the tourist industry is comparatively less than for other industry and provides a good return - it is our best bet for the future on removing our total dependence on single resource based industries.

We suggest that any tourist development which would make use of any existing facilities or assets, ^{should} ~~such~~ receive first priority over any other industrial or commercial development. We should be trying to integrate our existing resource based industries, which are tourist attractions in themselves, with a total regional tourist promotion program.

We suggest a provincial policy on provincial lands where licences of occupation, mining rights, use of roads or any financial aid is provided or rights are granted or where federal aid is given that a condition should be established to integrate and develop a tourist and public relations program in conjunction with the primary development with such tourist program subject to a three party agreement between the province, the communities affected and the particular industry and which could not be reduced or abandoned solely upon the decision of the industry.

PUBLIC AWARENESS

We are concerned that the rest of Ontario seems to know relatively little about the North, whether they be our assets or our liabilities - and we have some of the latter.

As an example, we do not read very much to date in the metropolitan newspapers in Southern Ontario about

this Commission, its hopes, progress, etc. In the last number of months we can learn much more about what is going on behind the scenes in the administration of the Metropolitan Toronto Zoo in the Toronto newspapers than we can about the industrial plight of some of the northern communities. We get good coverage from our northern media but it seems a problem to "get some ink", other than in times of disaster, from the southern media. We feel that a better informed public is a more aware and responsible public and that there is a need to have the northern pluses and minuses more regularly brought before Ontarians. We are not certain how this public awareness could be accomplished but we feel that it is a general problem which involves all of the specific categories which your Commission has been requested to study and as such, we respectfully suggest that you address this general problem.

We are pleased to have had the opportunity to make this presentation and will await your further suggestions or requests.

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT
BY

THE ONTARIO PAPER CO. LTD.

PRESENTED AT

TIMMINS

NOVEMBER 23, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

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80 King St.
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PRESENTED AT

TIMMINS

ON

NOVEMBER 23, 1977

ROYAL COMMISSION
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MANULIFE CENTRE
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Submission
of
The Ontario Paper Company Limited
to the
Royal Commission on the Northern Environment

Timmins, Ontario
November 23, 1977

The Ontario Paper Company Limited
Corporate Offices
P.O. BOX 3026
St. Catharines, Ontario
L2R 7G2

Submission
of
The Ontario Paper Company Limited
to the
Royal Commission on the Northern Environment

1. The Ontario Paper Company Limited has been associated with forest operations in Northern Ontario for more than 50 years and while only 2% of our timber limits are north of the 50th parallel, most of our current pulpwood supply comes from areas near this parallel.
2. We are making this submission to the initial meetings of the Royal Commission on the Northern Environment to present information and observations based on our experience and to identify our interest in the study recognizing that the Commission's deliberations will undoubtedly have an impact on the conduct of future forest operations in all of Northern Ontario not just within the geographic boundaries set forth in the terms of reference.
3. The Ontario Paper Company Limited is a wholly-owned subsidiary of Tribune Company of Chicago and operates a pulp and paper mill and chemical by-products plants at Thorold, Ontario. Annual production is 235,000 tons of newsprint, 20,000 tons of pulp, 800,000 Imperial gallons of ethyl alcohol, 7 million lbs. of vanillin, and 60,000 tons of salt cake.
4. Current annual pulpwood requirement of the Thorold operations is 268,000 cunits of spruce, balsam, and jackpine with another 40,000 cunits supplied to Northern Ontario sawmills and veneer mills.
5. The Company holds Crown timber limits totalling 4,492 square miles, of which 3,756 are considered productive forest land. Only 90 square miles of these limits lie north

of the 50th parallel and we have not yet operated in this area. The limits are in Northeastern and North-central Ontario from Heron Bay on the west to Kirkland Lake and the Quebec boundary on the east, and from Gogama in the south to just below Fraserdale. A map of our licensed areas is included with this submission.

6. In our woodlands operations, the Company employs directly and through contractors about 500 people with annual wages, salaries, and benefits estimated at \$12 million. The woodlands operations, taken overall, inject about \$27 million into the economy mainly in Northern Ontario.
7. The pulpwood produced supports the Thorold operations which employ 1,450 men and women with annual wages, salaries, and benefits of \$35 million.
8. The Company's mill operations were established at Thorold in 1913 because of availability at the time of a large block of hydro-electric power at favorable rates, adequate and trained labour supply, and developed transportation facilities. From the beginning, the mill has been dependent on fibre supply from northern areas. This fibre was purchased in the early years from independent sources and later produced for the most part on Company limits. The Company began its wood procurement program in Ontario near Cochrane in the 1920's extending forest operations by leasing limits in other areas of Northern Ontario over the years.
9. In addition to fibre from Northern Ontario, we use pine thinnings from southern areas and it has been a long-standing policy to make fullest use of all available fibre

sources. We installed a refiner groundwood plant at Thorold to use jackpine, which makes up 20% of our timber limits. We are using some hardwood species in our pulping operations, and are recycling a quantity of waste newspapers to augment fibre supply.

10. Through our own research and development we have improved yields from pulpwood. We have integrated about 25% of our logging requirement with sawmill operations as a measure for greater utilization of forest resources. We believe that an extension of such integration is desirable. Unfortunately, it is uneconomic to expand our participation at present but we have the matter under continuing study.
11. We have made considerable progress in developing use of non-fibre constituents of the tree through our chemical operations. We have produced alcohol since 1942 by fermenting tree sugars, and have extracted vanillin from lignin since 1952. In each case, the process not only makes fuller use of the tree but also reduces wastes discharged into the stream. These chemical operations represent a considerable investment over the years to keep our operations at Thorold viable. More recently we have made other substantial expenditures for pollution control installations at this location to meet environmental objectives.
12. The problem of how to improve wood utilization while still achieving economic and social progress and protecting the environment is important to us as a Company, to the forest industry, and to the welfare of the people of Ontario. Accordingly we offer the following observations

and recommendations to the Commission which we hope will assist in developing this Inquiry on the Northern Environment.

13. Much of the Provincial forests operated commercially are within an area 100 miles south of the 50th parallel. The matters to which the Commission is addressing itself will in all likelihood produce a landmark document influencing forest management not only above the 50th parallel but in all of Northern Ontario. We respectfully submit, therefore, that the Commission consider carefully the comments and recommendations of commercial forest operators who are carrying on business in the areas south of the 50th. We believe that these local entrepreneurs can provide, at first hand, useful information on the impact of proposed measures on the employees, communities, and the economy of those areas which depend on their operations.
14. We have followed closely the development of what is known as the Forest Study Area. We have also followed the reactions to the study when it was released. We believe that the Memorandum of Understanding between the Ministry and Reed Ltd. reflects an orderly and proper study of a sound proposal with due safeguards to protect the public interest, particularly legitimate environmental concerns. We can think of no other previous forest development proposal that covers related matters so well and so fully. Despite extraordinary precautions, the intentions of parties involved have been misrepresented and misinterpreted. It is our hope that the Commission will include among its recommendations some suggested guidelines for developing and releasing future studies of proposed forest projects.

15. The total Crown and private land in Ontario forest areas is 262.3 million acres of which 105.3 million acres, or 40%, is classed as productive forest land. However, only 60 to 65 million acres are available for timber production. Much of the rest is withdrawn from logging for parks, park reserves, proposed wilderness areas, protection forest, fragile sites, and other uses.
16. The allowable annual cut of conifer species is now nearly 100% committed leaving practically no room for expansion of the forest products industry except through increased yield on present acreage. While the industry is continually engaged in programs to make fullest use of all trees harvested any further withdrawal of productive forest land from commercial use can only inhibit future growth and expansion of this important segment of Ontario's economy.
17. The forest industry converts a renewable resource into products sold in domestic and world markets providing direct income for many Ontario families, paying for many goods and services, and supporting government and social programs. The industry is dominant in the economy of Northwestern Ontario and has helped improve the standard of living in that area. Properly managed the forest can provide continuing benefits to society in many ways.
18. In an effort to ensure that operable timber limits will produce trees forever to supply goods and services and provide stable employment while safeguarding aesthetic and recreational values, the forest industries have been working in collaboration with the Ontario Ministry of Natural Resources. At the request of the Ministry, the Ontario Forest Industries Association, of

which we are a member company, recently presented a proposal to harmonize harvesting and management policies, particularly regeneration of the Crown forests.

19. The continued health and growth of the forest industry is important not only to Northern Ontario but to the Province's economy as a whole and we, and other members of our industry, would be remiss in not expressing our viewpoints, based on years of practical experience, in matters such as the subject of this Inquiry which could have far-reaching effects on the well-being of those who depend on our operations as individual companies and collectively as an industry.

20. The Commission will undoubtedly base its recommendations on its assessment of material presented by interested parties and on its own experienced judgement. Much of the material presented will deal with the principles of forestry and practical operating procedures on limit areas, particularly those in Northern Ontario. Accordingly, we recommend that consideration be given to appointing a recognized forestry expert, particularly with experience in Northern Ontario, as an adviser to the Commission during its hearings and subsequent deliberations.

21. This submission to the Commission's initial meetings is intended to provide brief background information about our Company's development and current operations, and to establish our interest in the matters under study. In summary, we have presented the following comments and recommendations for the consideration of the Commission:

- (a) that the Commission's report, which will undoubtedly be a landmark document, should

take into account the impact of its recommendations on operations below the 50th parallel;

- (b) that the proposed Ear Falls/Red Lake study, in our opinion, was orderly and proper;
- (c) that the continuing withdrawal of productive forest land impairs the industry's ability to expand;
- (d) that the renewable nature of the forest resource be recognized in developing social and economic goals; and
- (e) that an experienced forester be appointed to provide the Commission with expert opinion on forestry matters during the hearings and in developing the recommendations arising from the study.

22. We appreciate this opportunity provided by the Commission to express our comments at these initial meetings and request the opportunity to make a further submission at a later date if circumstances so warrant.

All of which is respectfully submitted.

The Ontario Paper Company Limited

November 23, 1977

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT
BY

TIMMINS-PORCUPINE
CHAMBER OF COMMERCE

PRESENTED AT

TIMMINS

NOVEMBER 23, 1977



Ontario

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

TIMMINS-PORCUPINE CHAMBER OF COMMERCE
TIMMINS, ONTARIO

PRESENTED AT

TIMMINS

ON

NOVEMBER 23, 1977

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Royal Commission on the
Northern Environment

This exhibit is produced by

*Timmins-Porcupine
Chamber of Commerce*

this 23 day of Nov 1977

A. J. Jansen

NOTES FOR AN INITIAL SUBMISSION TO THE
ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

PRESENTED BY THE TIMMINS-PORCUPINE CHAMBER OF COMMERCE

WEDNESDAY, NOVEMBER 23, 1977

SENATOR HOTEL, TIMMINS

MR. JUSTICE PATRICK HARTT, COMMISSIONERS AND COUNSEL:

WE ARE PLEASED THAT YOUR COMMISSION HAS AGREED TO COME TO TIMMINS
FOR THESE TWO DAYS AS PART OF YOUR INITIAL HEARINGS.

WE OF THE TIMMINS-PORCUPINE CHAMBER OF COMMERCE ARE VITALLY INTERESTED
IN THE FINDINGS OF THE COMMISSION, AND HAVE RECOGNIZED OUR RESPONSIBILITIES
TO TAKE SERIOUSLY THE TERMS OF YOUR MANDATE AND PRESENT
TO THE COMMISSION SOME VERY SPECIFIC RECOMMENDATIONS FOR NORTHERN
DEVELOPMENT IN NORTHERN ENVIRONMENT IN THE LATER HEARINGS OVER THE
NEXT MONTHS.

THE COMMISSION REPRESENTS AN OPPORTUNITY FOR US NORTHERNERS TO PRESENT
OUR VIEWS ON NORTHERN DEVELOPMENT TO ONE PARTICULAR JUDICIAL GROUP
THAT, HOPEFULLY, CAN PROJECT THESE VIEWS TO THE PROVINCIAL GOVERNMENT
IN A VERY REALISTIC WAY.

ROYAL COMMISSIONS HAVE, IN CANADA, HAD A HISTORY OF DIGGING INTO
MANY MAJOR COMPLEX ISSUES, RANGING FROM TAX REFORM TO RAIL TRANSPORT

PROBLEMS IN WESTERN CANADA TO ARCTIC GAS PIPELINES. ALL HAVE COST HUNDREDS OF THOUSANDS OF DOLLARS; ALL HAVE PRODUCED WADS OF DATA, BEAUTIFUL REPORTS, BUT LITTLE THAT POLITICIANS, THOSE RESPONSIBLE FOR IMPLEMENTING THE SUGGESTIONS, HAVE BEEN ABLE TO USE. WE AGREE THAT ROYAL COMMISSIONS ARE NOT MEANT TO PRODUCE REPORTS THAT POLITICIANS WILL FEEL COMFORTABLE ACCEPTING AT FULL FACE VALUE, BUT IN VIEW OF THE VERY WIDE SCOPE OF INPUT FROM ALL INTERESTED PARTIES, WE ARE CERTAIN THAT THIS COMMISSION WILL BE POSITIVE AND THOROUGH.

WE ACCEPT THE VERY WORTHWHILE INVESTMENT OF YOUR TIME AND SIGNIFICANT INVESTMENT OF TAXPAYERS' DOLLARS, INCLUDING THOSE FUNDS DIRECTED TO THOSE GROUPS PREPARED TO MAKE CREDIBLE PRESENTATIONS AND SUBSTANTIATED VIEWS KNOWN TO ALL OF US THROUGH YOUR COMMISSION ON THE BASIS THAT THE HEARINGS WILL GENERATE RECOMMENDATIONS TO THE PROVINCIAL GOVERNMENT AT THE CONCLUSION OF YOUR COMMISSION THAT THE PEOPLE OF THE PROVINCE OF ONTARIO ARE PREPARED TO ACCEPT. WE THINK THAT THIS COMMISSION HAS THE CAPABILITY TO DO THIS, AND WE INTEND TO DO OUR PART OVER THE NEXT FEW MONTHS TO ASSIST THE COMMISSION IN THAT DIRECTION.

YOUR REMARKS, SIR, EARLIER THIS MONTH, TO THE EFFECT THAT THE SKEPTICS MAY SHORTEN THE LENGTH OF THE HEARINGS, SHOW A NATURAL REACTION TO THOSE PEOPLE CONCERNED ABOUT THE PRODUCTIVITY OF THE ROYAL COMMISSION

PAGE 3

IN RELATION TO THE COST AND TIME OF IT, AND THE MANY UNSUBSTANTIATED AND EMOTIONAL STATEMENTS APPEARING BEFORE THE COMMISSIONS. TO REPEAT, IT IS OUR SINCERE HOPE THAT SUBMISSIONS TO YOUR COMMISSION WILL BE SPECIFIC AND REALISTIC, AND WILL ALLOW YOU TO MAKE RECOMMENDATIONS WHICH WILL BE SPECIFIC AND IMPLEMENTABLE WHEN YOUR REPORT IS TABLED WITH THE PROVINCIAL GOVERNMENT.

THE TIMMINS-PORCUPINE CHAMBER OF COMMERCE REPRESENTS SOME 348 FIRMS AND INDIVIDUALS, INCLUDING EVERY MAJOR EMPLOYER IN TIMMINS. WE, SIR, VIEW THE TERMS OF YOUR COMMISSION AND ITS FINDINGS TO HAVE MAJOR IMPLICATIONS UPON THE FUTURE SOCIAL, CULTURAL AND ECONOMIC STATUS OF THIS REGION OF ONTARIO, AND SO WITH IT, THE CITY OF TIMMINS. THE LINK BETWEEN TIMMINS AND THE AREA ARE CLEARLY INTERDEPENDENT, AND WE HAVE A MAJOR STAKE IN THE CONSEQUENCES OF YOUR COMMISSION'S RECOMMENDATIONS.

SERVICES PROVIDED OUT OF TIMMINS TO THOSE AREAS NORTH OF US ARE THOSE THAT THE NORTH IS DEPENDENT UPON AND, IN TURN, WE ARE DEPENDENT ON THOSE SAME AREAS TO MAINTAIN A BROADER ECONOMIC BASE AND A BASE FROM WHICH TO CONTINUE AND EXPAND THOSE VITAL SERVICES.

AS A CONSEQUENCE, WE WOULD URGE YOU TO SEEK A BROADER MANDATE FOR THE COMMISSION TO INCLUDE THOSE AREAS SOUTH OF THE FIFTIETH PARALLEL WHICH HAVE A REAL CONCERN FOR THE PLANNING OF DEVELOPMENT NORTH OF 50 DEGREES LATITUDE. MANY COMMUNITIES IN OUR OWN IMMEDIATE AREA PROVIDE SERVICES TO THE AREA NORTH OF 50 DEGREES, AND THEIR

CONCERNS, WE SUGGEST, MAY BE INCORPORATED AS WELL IN BROADER TERMS OF REFERENCE VIS-A-VIS GEOGRAPHIC AREA.

THE MAJORITY OF PEOPLE OF CORE CANADA HAVE LITTLE CONCEPT OF THE MID-CANADA CORRIDOR. IF THEY HAVE HEARD OF TIMMINS AT ALL, THEY THINK OF IT AS A MINING TOWN, AND VISUALIZE IT IN TERMS OF THE MOVIE VERSIONS OF MINING TOWNS A CENTURY AGO. IN THE EARLY DEVELOPMENT OF THE PORCUPINE MINING CAMP, THERE PROBABLY WAS SOME VALIDITY IN THIS TYPE OF SETTLEMENT, BECAUSE OF THE UNCERTAINTY OF SIZE AND LENGTH OF LIFE OF THE ORE BODIES, AND CONSEQUENT RELUCTANCE OF PEOPLE TO MAKE BIG INVESTMENTS IN LAND AND FACILITIES. BUT AS THE MAJOR MINES REACHED THE HALF-CENTURY MARK, AND NEW DISCOVERIES WERE MADE, STABILITY OVER THE LONG TERM WAS ASSURED, AND THE COMPLEXION OF THE COMMUNITY CHANGED. THE NEEDS OF MINES AND MINERS FOR GOODS AND SERVICES GAVE RISE TO DEVELOPMENT AND EXPANSION OF THE SERVICE FUNCTIONS. AS A RESULT, TIMMINS TODAY IS THE FOCAL POINT FOR TRANSPORTATION BY RAIL, TRUCK TRANSPORT, BUS AND, PARTICULARLY, AIR FOR NORTHEASTERN ONTARIO. THIS, IN TURN, HAS MADE IT THE MAJOR WAREHOUSING, WHOLESALING AND RETAILING CENTRE FOR THE AREA. THESE, COUPLED WITH THE AVAILABILITY OF URBAN FACILITIES, PHYSICAL, SOCIAL, GOVERNMENTAL, AND REGIONAL HOSPITAL FACILITIES WITH MEDIVAC SERVICES HAVE MADE IT THE MAJOR CENTRE FOR MINING EXPLORATION AND DEVELOPMENT FOR A VERY LARGE AREA. THUS, WHILE IT IS NOT NORTH OF FIFTY, IT IS THE GATEWAY TO THAT AREA.

THE EXPLORATION CURRENTLY BEING DONE IN THE DISTRICT OF COCHRANE AND ADJACENT DISTRICTS IS LARGELY BASED IN TIMMINS. THE MONEY SPENT HERE BY THE EXPLORATION COMPANIES AND THEIR EMPLOYEES SUPPLEMENTS THE INCOME FROM MINING AND FORESTRY, TO HELP MAINTAIN THE CITY AS A VIABLE URBAN SETTLEMENT. ORDERLY DEVELOPMENT OF RESOURCES IS LIKELY TO INCREASE THE CASH FLOW, INVESTMENT, EMPLOYMENT AND POPULATION OF THE REGION. SHOULD NO FURTHER RESOURCES BE DEVELOPED, OR SHOULD THE PRESENT MINERAL AND FORESTRY INDUSTRIES BE SUBJECT TO UNREASONABLE REGULATIONS, OUR INDUSTRY AND OUR REGION WILL SUFFER THE EFFECTS OF COMPETITION FROM FOREIGN, LESS REGULATED COMPETITORS WHO CAN CONSEQUENTLY DELIVER AT LOWER MARKET PRICES. LOSS OF JOBS WOULD MEAN A DECLINE IN NEED FOR SERVICES, CLOSURE OF STORES, WAREHOUSES, SCHOOLS, LOSS OF INVESTMENT, DETERIORATION OF PROPERTY. WHILE THERE WAS A TIME WHEN TIMMINS RESIDENTS WERE TRANSITORY, THIS PICTURE HAS CHANGED. NOW LARGE NUMBERS OF US TODAY CONSIDER TIMMINS OUR PERMANENT HOME. WE WISH TO LIVE IN A COMMUNITY OF LIFE AND VITALITY, NOT A GHOST TOWN. THEREFORE, WE ENCOURAGE EXPLORATION AND DEVELOPMENT OF RESOURCES.

WE MUST GO FORWARD. BUT WE MUST ALSO PROFIT FROM THE ERRORS OF THE PAST. MANKIND HAS CREATED DESERTS, FOULED THE AIR, WATER AND SOIL, CREATED NEW INDUSTRIAL HEALTH PROBLEMS. IN SOME CASES, THESE WERE DUE TO WANTON DISREGARD OF THE CONSEQUENCES OF OUR ACTS. IN MOST CASES, THEY WERE THE RESULT OF OUR IGNORANCE. WE MUST NOT REPEAT THE ERRORS OF THE PAST. WE MUST TRY TO AVOID EQUIVALENT

ERRORS OF THE FUTURE. WE MUST RESEARCH OUR PROGRAM AS THOROUGHLY AS POSSIBLE TO TRY TO AVOID UNFORESEEN CATASTROPHES, BUT THERE MUST BE SOME DECISION POINT REACHED WHEN THE DECISION-MAKERS HAVE DETERMINED THAT THE BENEFITS RECEIVED FROM SOME PROJECT ARE MUCH GREATER THAN THE FINANCIAL, SOCIAL AND PHYSICAL COSTS.

AS WE HAVE INDICATED, WE ARE VITALLY CONCERNED WITH THE CONTINUED VIABILITY OF TIMMINS. WE FEEL STRONGLY THAT SUCH VIABILITY WILL BE, TO A LARGE DEGREE, CONTINGENT UPON DEVELOPMENT IN THE HINTERLAND OF THE CITY, PARTICULARLY THE VAST PORTION LYING TO THE NORTH. THEREFORE, IT IS OUR INTENTION TO EXAMINE THE POTENTIAL RESOURCES OF THIS AREA, TO DO AN ELEMENTARY ASSESSMENT OF THEIR PROSPECTS AND PROBLEMS, AND TO SUBMIT A MORE COMPREHENSIVE AND DETAILED BRIEF AT A LATER MEETING OF THE COMMISSION.

ONE MAJOR PROJECT, THE ONAKAWANA PROJECT, IS A FIRST STAGE FOR STUDY, IN OUR OPINION. TO ARGUE THAT THIS PROJECT BE DELAYED UNTIL THE COMPLETION OF YOUR COMMISSION MANDATE WOULD BE UNREASONABLE IN VIEW OF ENERGY SHORTAGES FORECAST. THE STATE OF THE TECHNOLOGY OF THIS PROJECT, IN OUR VIEW, IS SOUND AND ADVANCED -- IT IS A SOLID PROJECT AND IS ENGINEERED ON PROVEN TECHNOLOGY. WE HAVE, AS WELL, THE FOLLOWING COMMENTS ON THIS PROJECT FOR YOUR CONSIDERATION.

THE RECOMMENDATIONS OF TASK FORCE ONAKAWANA SEEM TO BE UNREALISTICALLY IDEALISTIC. FOR INSTANCE, UNDER RECOMMENDATION #4, THEY STATE

AS FOLLOWS:

THAT THE ACKNOWLEDGED FACT THAT THE PROPOSED SITE OF THE DEVELOPMENT AT ONAKAWANA IS REMOTE AND IS NOT RICH IN FOREST, SOIL, WILDLIFE AND OTHER RESOURCES, AS COMPARED WITH SOME OF THE NATURALLY PRODUCTIVE REGIONS OF ONTARIO, NOT BE CONSIDERED JUSTIFICATION FOR ANY RELAXATION OF THE REGULATIONS DESIGNED TO PROTECT THE ENVIRONMENT NOT BE DAMAGED TO AN EXTENT CONSIDERED AVOIDABLE AND BE RESTORED AS QUICKLY AS PRACTICABLE.

IN VIEW OF THE CURRENT AND FUTURE DIFFICULT ECONOMIC CONDITIONS, SPECIFICALLY AS RELATED TO ENERGY COSTS AND RESOURCES, THIS RECOMMENDATION IS, PERHAPS, UNREALISTIC. REGULATIONS AND THEIR CONSEQUENT COST MUST BE BALANCED WITH MANY OTHER FACTORS NOT CONSIDERED IN THE TASK FORCE REPORT.

IF, FOR EXAMPLE, THE ONAKAWANA DEPOSIT WAS LOCATED IN AN AREA HAVING SIGNIFICANT FOREST, SOIL, WILDLIFE AND OTHER RESOURCES -- WHICH THE TASK FORCE ACKNOWLEDGES THE AREA DOES NOT -- IN FACT, IT MIGHT BE DESCRIBED AS A NATURAL WASTELAND -- THEN THIS MIGHT BE JUSTIFICATION FOR STRINGENT ENVIRONMENTAL PROTECTION. IN GENERAL, IT IS SUGGESTED THAT STRINGENT REGULATIONS BE APPLIED TO DEVELOPMENT

ADJACENT TO POPULATED AREAS, AND THAT THE REGULATIONS BE MODIFIED AS DEVELOPMENT OCCURS IN MORE REMOTE AREAS; THESE REGULATIONS WOULD DEPEND UPON PRESENT AND POTENTIAL LAND USE. THE COST OF ENVIRONMENTAL PROTECTION ADJACENT TO POPULATION CENTRES IS BALANCED BY A LOWER DEVELOPMENT COST BECAUSE OF THE GREATER AVAILABILITY NEARBY OF VARIOUS SERVICES, MANPOWER, ETC. ON THE OTHER HAND, NATURAL WASTELAND AREAS, PARTICULARLY WHERE THE TERRAIN IS NATURALLY UNATTRACTIVE FOR ANY FUTURE USE, THE COST OF LESS STRINGENT ENVIRONMENTAL CONTROLS IS BALANCED BY THE GREATER COST FOR DEVELOPMENT AND PRODUCTION. WE ARE NOT SUGGESTING, BY ANY MEANS, A COMPLETE DISREGARD FOR ENVIRONMENTAL CONSIDERATION OR AN ABANDONMENT OF RESOURCE CONSERVATION PRINCIPLES, BUT RATHER A BALANCED VIEW JUDGED ON THE MERITS OF EACH INDIVIDUAL PROPOSAL.

UNDER RECOMMENDATION #5, THE TASK FORCE STATES AS FOLLOWS:

THAT FURTHER ENVIRONMENTAL INVESTIGATION BE REQUIRED PRIOR TO THE GRANTING OF DEVELOPMENT PERMIT GIVEN THAT THE TIME FRAME WITHIN WHICH RESEARCH HAS BEEN DONE AND THE UNDERSTANDING THAT THIS EXAMINATION WAS PRELIMINARY TO FURTHER INVESTIGATIONS HAS RESULTED IN SOME OF THE CONCLUSIONS BEING BASED UPON INADEQUATE DATA, INVESTIGATION AND RESEARCH.

WHETHER THE GOVERNMENT OR THE DEVELOPER IS RESPONSIBLE FOR THE COST OF THESE CONTINUING STUDIES, IT IS ULTIMATELY THE TAXPAYER AND THE CONSUMER WHO PAYS THE COST OF THIS WORK. ONE GETS THE IMPRESSION THAT THERE SEEMS TO BE NO CONSIDERATION WHATSOEVER FOR THE COST OF THESE CONTINUING STUDIES.

FINALLY, THE TASK FORCE CONCLUDES THAT THE PRIME JUSTIFICATION FOR THE DEVELOPMENT OF THE LIGNITE DEPOSITS AT ONAKAWANA IS TO IMPROVE THE ECONOMIC BASE OF THE AREA, AND THE STANDARD OF LIVING OF THE PERSONS LIVING IN THE AREA.

IT IS AGREED THAT THIS IS A LAUDABLE OBJECTIVE. IT IS DOUBTFUL, HOWEVER, WHETHER THIS HAS EVER BEEN THE PRIME OBJECTIVE OF ANY UNDERTAKING IN THE NORTH AMERICAN FREE ENTERPRISE SYSTEM. IN FACT, THIS IS A SECONDARY RESULT OF A PROFITABLE OPERATION. IF THE GOVERNMENT AGREES THAT THERE IS AN ENERGY CRISIS AND A LOW STANDARD OF LIVING IN THE AREA, THEN THEIR CO-OPERATION TO THE GREATEST EXTENT POSSIBLE WOULD ASSIST THE DEVELOPER IN ACHIEVING THIS RESULT FOR THE AREA.

IN CONCLUSION WE WOULD ASK AGAIN THAT THE TERMS OF REFERENCE OF YOUR COMMISSION BE BROADENED TO INCLUDE SPECIFICALLY THOSE SERVICE AREAS FOR NORTH OF 50 DEGREES, SUCH AS TIMMINS.

I ALSO WISH TO THANK YOU FOR THE OPPORTUNITY THIS HAS AFFORDED US IN DOING SOME ADDITIONAL LONG-RANGE SERIOUS THINKING ABOUT THIS AREA

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OF ONTARIO AND PRESENTING TO YOU SOME PRELIMINARY VIEWS. WE HOPE THAT WE HAVE THE OPPORTUNITY AGAIN IN THE NEXT MONTHS AHEAD TO PROVIDE YOU WITH SOME ADDITIONAL INFORMATION REGARDING THE RELATIONSHIP OF THE CITY OF TIMMINS AND OUR CHAMBER MEMBERS ACROSS NORTHEASTERN ONTARIO FROM OUR POINT OF VIEW.

THANK YOU.



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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

CANADIAN ASSOCIATION
IN SUPPORT OF
THE NATIVE PEOPLES

PRESENTED AT

TIMMINS

NOVEMBER 23, 1977



Ontario

ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

CANADIAN ASSOCIATION IN SUPPORT
OF THE NATIVE PEOPLES
16 SPADINA ROAD
SUITE 201
TORONTO, ONTARIO
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PRESENTED AT

TIMMINS

ON

NOVEMBER 23, 1977

No. 87

Royal Commission on the
Northern Environment
This exhibit is produced by
CASN

this 23 day of Nov. 1977

Agnew

THE ROYAL COMMISSION
ON THE NORTHERN ENVIRONMENT

CANADIAN ASSOCIATION IN
SUPPORT OF THE NATIVE PEOPLES

PRELIMINARY PRESENTATION
(Presented by Ann Marshall
Toronto)

NOVEMBER 23, 1977

TIMMINS, ONTARIO

Ottawa Address.

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Mr. Commissioner:

The Canadian Association in Support of the Native Peoples is very pleased to have the opportunity to address the Commission at this time. We are deeply concerned about the issues under consideration here and welcome the occasion to speak to the preliminary meetings.

The Association is a national, voluntary citizens' organization. It works to promote the public awareness and understanding of Native rights and objectives so necessary to the achievement of full and equal Native participation in Canadian society. The Association has a long record of activity. For a number of years, we have tangibly supported Native groups across Canada in their aspirations and efforts towards self-determination. The support often involves assisting Native organizations in contacting citizens' interest groups across Canada. Over the past five years, the issues affecting Native peoples in the North have become, not only better known to, but shared by many Canadians.

Recently, together with church, labour, environmental and other Native support groups, the Association worked with Grand Council Treaty #9 on a province-wide program to inform Ontarians about the culture and lifestyle of Native peoples in the North of this province and to begin a discussion on issues relating to Northern development.

The program, entitled 'Ontario North Today', took place in 18 cities in the province. In each community, church, environmental, Native, Native support and public interest groups came together to organize public meetings, workshops, school visits and media events. These took place during the last two weeks of October this year, when two native speakers and one non-Native 'guide' travelled to the communities. Communities were provided with research material and did their own research into Northern Ontario and Native concerns prior to the arrival of the speakers. We estimate that the speakers reached approximately 5,500 people face to face, and a potential audience of six and a half million through media. What occurred in most instances during the tour was a fruitful, dynamic

dialogue among equals, in which all parties learned and saw that their concerns were shared.

This experience has again confirmed that there is a public wanting to know more about Ontario's North, its inhabitants, their lifestyle and use of land; a public wanting to know about plans for development; and a public ready to be involved in the creation of a development plan. All Ontarians and their children, Native and non-Native alike, have a stake in the future, although Northerners experience a more direct impact.

At this preliminary stage, we want to present five major concerns and corresponding recommendations regarding the scope and process of your inquiry. These are derived from our experiences with Native groups in contact with non-Native Southerners.

First it is imperative that Native organizations have the opportunity to participate in the Commission on an equal basis with all other parties. They must have the time and resources needed to present their case. For far too long, Native people have been in the adversary position, continually having to prove to the rest of society that the various proposals for development, land use and social policy could have adverse effects on their land and lifestyle.

In this vast territory of Northern Ontario, a magnificent land rich in resources, seldom, if ever, have the original inhabitants even been consulted about developments which not only threaten their harmonious life with the land, but also play havoc with their very existence as a people. This pattern, Mr. Commissioner, is a direct denial of the rights guaranteed to all other citizens in our country. It is the right of every province and municipality in Canada to elect a regional and local government to respond to regional and local needs. The opportunity is now at hand to set forth on a process of evolving a rational development policy for Northern Ontario in which Native people have full and equal participation with government, industry and the public.

To ensure this, we strongly urge you to give full consideration to the demands of Native groups regarding the scope and process of the inquiry as outlined in their submissions to you. In order to deal effectively with questions of Northern development, we all need to know more about the total historical, geographic, social and economic picture, so that a comprehensive understanding of the present situation can be reached. Only from this background can individual projects, land-use schemes and methods of assessment be examined.

In order to obtain this information, the process of your inquiry is crucial. All parties, particularly Native people, must be able to express themselves openly in their own language in a familiar setting. It is essential, then, that community hearings are held in all Native communities in the North during the appropriate season. It is equally imperative that Native groups are adequately equipped to present technical and more defined evidence at the formal hearings. In a very short time, these organizations have had to learn to compete in a technologically advanced, industrial society with complex legal framework. They must not be handicapped. They need time, sufficient funds and access to research facilities and public documents to ensure that they can present development choices on their own terms, compatible with custodianship of the land.

Our second concern, Mr. Commissioner, is one shared by Native and non-Native citizens alike: discussions and decisions regarding the future of Ontario's northland are of province-wide interest and should be handled accordingly with hearings in major centres of the South as a complement to formal hearings in the North.

The type of development which takes place in the North and the means to determine it will have great bearing on our lives in the future. The lifestyles of Northerners and Southerners alike will reflect the extent to which economic growth is complemented by careful environmental control. The way in which projects are assessed and decisions are made will also reflect how we, as a society, confirm citizens' rights through action.

Our experience here in Ontario indicates that Native Northerners and southern residents are discovering things in common. In Windsor, church groups and the Native speakers found each other's spiritual beliefs mutually clarifying. On Walpole Island Reserve, the Native South and Native North identified common problems of pollution and land use. Questions of the effects of waste and pollution are very familiar to cottage owners of Southern Ontario who now find their recreation places fronting on mercury-polluted lakes and rivers of Central Ontario.

Similarly, common issues arise regarding the economy: products from our primary resources are not produced in this country; the local population suffers when industry, particularly in 'company' towns, finds itself subject to the vagaries of world markets or the whims of their multinational parent; and many tax dollars are invested in the preliminary phases of large development projects, such as Reed Paper, Onakawana Lignite Mines, Polar Gas pipeline, and the Ontario Hydro water diversion scheme, when little is known or made public about the need for these projects or their effects!

Though this Commission will examine the effects of development North of 50°, it would be a mistake to use a rigid geographical definition to cut off discussions of examples south of this line which have a direct impact on or provide hard lessons for the development of the North.

In order to examine the total impact of Northern development on the province and in the search for alternative proposals and processes, the Commission must involve citizens throughout the province through the addition of a) preliminary hearings in the South, and b) Southern community hearings during the life of the Commission. Again, these community hearings have to be structured so that residents are able to express themselves openly without the mystification of technical terms and complex formalities. Our experience indicates that a wide variety of citizens' groups have something to say.

Our third point is that the public needs to be encouraged to participate. Mere announcement of a hearing is not sufficient to enlist the opinions and expertise of citizens' groups which are seldom consulted as a matter of course during a public inquiry. A wide circulation of information about the inquiry, its mandate, the process and the issues, as well as funding for an independent communications network for interested parties, are mandatory. Groups offering expertise will need funds to research and present formal evidence in the North; others will need assistance for involvement in the South. Funding criteria must be broad, well defined and made public as soon as possible.

After the preliminary hearings, wide and diverse audiences will be awaiting the dissemination of your report.

Our fourth point is that the Commission should investigate the educational needs of the province especially the South. It should work on and encourage public education throughout its duration. The learning process undergone by both Native and non-Native people may be one of the more lasting features of your Commission. Northerners are impelled to define and present their case; Southerners enter into the debate through the media and public forums. This inquiry should be a province-wide education process through which participants engage in the search for solutions to development questions. Much new information will surface; alternative development plans will be identified. These need to be put before the public for consideration. Your inquiry can be a means of bringing the province together through mutual understanding.

The learning process should take place on a formal and informal basis. Educational institutions, from primary through to university level, are requesting materials. Our experience through Ontario North Today clearly indicates the current paucity of public information and the need for research and the creation of new materials. In particular, materials of a non-technical nature designed for the general public are required. Non-institutional educational organizations are working to develop materials suitable for classroom and informal

use. We present our publication, "For Generations Yet Unborn: Ontario Resources North of 50," as an example of work produced. This is only a beginning. Considerably more information and resources will be needed to fill the gaps and update current information. We recommend that the Commission investigate means of encouraging production and distribution of materials for educational purposes. There is considerable expertise available.

Our fifth and final concern, Mr. Commissioner, is that this Commission be effective in its task of recommending a rational development policy for Northern Ontario. The way this inquiry is conducted will, to a large extent, determine its outcome. We have stressed the necessity for Native groups to participate in parity with all other parties. It is their right, as the original people of this land, to play a significant role in determining the future use of the land and resources. We have talked about seeing the problems in a provincial context, even a national context. We have urged full involvement in your Commission through community hearings in both the North and South, where people can fully express themselves. And we have emphasized the need for a comprehensive educational program.

This inquiry will serve little purpose, however, unless there is a moratorium declared on specific developments currently pending. If the proposals were to go through, it might well be too late for the Government to consider your advice and learn from your findings. We strongly support the Native position and request that you recommend a halt to assessment processes on development projects North of 50 until your Commission has completed its task.

The challenge is before us. Your Commission presents an exciting opportunity for people to define their needs and the means to meet them. It provides a vehicle in which to start the journey towards a planned development policy in which all parties work as equals, without the threat of extinguishing land, resources or culture. People are prepared to be involved and present their cases. You have said, Mr. Commissioner, that

you want this inquiry to go beyond previous Royal Commissions.
We urge you to follow this pursuit and we support your
commitment.

Thank you.

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SUBMISSION TO
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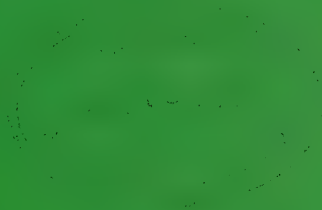
BY

UNORGANIZED COMMUNITIES
ASSOCIATION OF
NORTHEASTERN ONTARIO

PRESENTED AT

TIMMINS

NOVEMBER 23, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

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OF NORTHEASTERN ONTARIO
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ON

NOVEMBER 23, 1977

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General VIOLLETTE

Unorganized Communities Association
of Northeastern Ontario
U C A N O EAST

7 MIN.

O.P. NW. 23/77

No. *88*

Royal Commission on the
Northern Environment

This exhibit is produced by

G. Violette

this *23rd* day of *Nov* 19*77*

PRESENTATION TO THE HART COMMISSION
RE: FUTURE DEVELOPMENT IN THE NORTH

TIMMINS, ONTARIO
NOVEMBER 23, 1977

Since the spring of 1974, the Unorganized Communities Association of Northern Ontario, commonly known as UCANO (East) has been working along with the Provincial Government to find solutions to the problems of communities that exist in great part as a result of improperly planned development of the North.

There are some 80 communities in Northeastern Ontario alone, known as the UNORGANIZED COMMUNITIES, who have the following similar characteristics:

- a) Most are residuals of resource based towns who used to depend on an industry that has since disappeared.
- b) Most lack all basic physical services such as water, sewage, fire protection, etc.
- c) Most depend on remote municipalities for government and social services, such as medical services, etc.
- d) Most lack planning services.
- e) Most lack an adequate tax base to consider any existing form of organization.

An interesting fact about these communities is that despite the hardships and lack of financial stability, most of them show a surprising stability of population, even some increase after the initial exodus when the industry disappeared.

This may be due to a variety of reasons, three of them being:

- a) It is the native place, the HOME TOWN, of many residents.
- b) Lack of employment available elsewhere.
- c) Return on property would be nil if all moved away.

Although some solutions are presently being worked out for the existing unorganized communities through the cooperation of the Association with the new Ministry of Northern Affairs, we are of the firm belief that some method must be developed to guarantee against the recurrence to the phenomena before future development is permitted in the North.

UCANO East has started a three part program from which will evolve recommendations for the protection of future communities that may be formed as a result of industry starting new operations in the North.

Part one, just getting under way, is a historical & pictorial directory of the unorganized communities, with emphasis on:

- a) How the community started
- b) Its present economical status
- c) The circumstances under which the industry left, or their reasons for leaving
- d) An assesment of the needs of the community

Part two, hopefully by the end of the summer, will include:

- a) an evaluation of the historical survey to see what the companies or the governments could have done to alleviate the present **situation**.
- b) Discussions with companies and governments to assess what each is willing to contribute to guarantee a minimum security to residents of new communities being formed.

Part three consists of drafting up resolutions that will assure as much as possible that no new communities will be left stranded without services and without a tax base to obtain them for themselves. Such guarantees may comprise such recommendations as the companies and governments jointly assuring a minimum amount of physical and social services before a new community is permitted to be formed.

The Association is all in favor of development of the North, but not at the expense of the ENVIRONMENT, nor at the expense of THOSE RESIDENTS WHO WILL BE DEVOTING THEIR TIME AND ENERGIES TO WORK AT THIS DEVELOPMENT.

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SUBMISSION TO
THE ROYAL COMMISSION ON
THE NORTHERN ENVIRONMENT

BY

DOUGLAS H. PIMLOTT

PRESENTED AT

TIMMINS

NOVEMBER 23, 1977



ROYAL COMMISSION
ON THE NORTHERN
ENVIRONMENT

THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

THE ROYAL COMMISSION ON
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PRESENTED AT

TIMMINS

ON

NOVEMBER 23, 1977

ROYAL COMMISSION
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No.

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Royal Commission on the
Northern Environment

This exhibit is produced by

Douglas H. Pimlott

this *23rd* day of *Nov* 19*77*

Square

Presentation to the

Royal Commission on the Northern Environment

by

Douglas H. Pimlott

23 November 1977

Water for domestic and industrial purposes and for the production of energy is often a controlling factor in economic development and in the development of other resources. However, looking at the other side of the equation, the way water is used and developed is also of primary importance to the protection of the environment and to the maintenance of the culture, way of life, and independence of native peoples. Industrial societies have traditionally looked at only the development side of the equation. They have rationalized the degradation of the environment, the loss of animal resources, and the destruction of native cultures with the cliché: "You can't stand in the way of Progress." There are many well-documented examples of the way this process has worked in Canada. In Ontario, it has been particularly exemplified by the pollution of lakes and rivers by the pulp and paper industry of the province. Similarly, in the great majority of hydro-electric developments, from Newfoundland to British Columbia, little consideration has been given to native rights, renewable resource values, or environmental factors when the decision to proceed with the project has been made.

In this statement I wish to discuss the water equation. The forgotten side of the equation, it seems to me, is the environment. In even a medium-term perspective (for example, the lifetime of our grandchildren), the environment must be considered of greater importance than the economic side, if we were forced to decide on one or the other. However, the pressures for economic development in Northern Ontario are so strong that there is little likelihood, during this century, that such an either/or choice would fall on the side of the environment. In realistic terms, therefore, the question is whether decisions on the use and development of water in Northern Ontario can be made in a manner that will be compatible with the protection of the interests and rights of native people, and in a manner that preserves the vital elements of the environment, particularly the renewable resource components of it.

Mr. Commissioner, I urge you to give the environmental aspects of the use of water priority consideration in the development and conduct of your Inquiry. To accomplish this will require a broad interpretation of your mandate. Three of the river systems which fall within the geographical area covered by your

Inquiry have headwaters, and in some cases problems, which lie beyond your jurisdiction. But it is not realistic to make recommendations which exclude the headwaters of rivers. Either the diversion of the headwater systems of a river or heavy metal contaminants within the headwaters can have a profound effect on the entire system.

In this statement I will attempt to substantiate my arguments about the need for priority consideration of water resource questions by discussing two cases. The first will be based on the possibility that, during the next decade, major proposals will be made for the development of the hydro-electric potential of one or more of the five major rivers of Northern Ontario. The second will be based on the industrial use of water by the pulp and paper industry.

WATER RESOURCES IN NORTHERN ONTARIO

On 5 August 1965 the Ontario and federal governments made joint and simultaneous announcements that they intended to take an inventory of Ontario's northern water resources, studying the feasibility of making better use of these resources by diversions from one river system to another. The study was to include five rivers: Severn, Winisk, Attawapiskat, Albany, and Moose. The basins of these five rivers involve an area of approximately 173,000 square miles. The announcement stated that the estimated flow of the rivers involved 70 billion gallons a day, "slightly higher than the annual run-off from the Ontario portion of the Great Lakes, Upper St. Lawrence and Ottawa river systems." It continued: "One result of the survey could be the doubling of pulpwood production on the northern Ontario watershed, Premier Robarts declared. He added that a long-term result might well be the diversion of northern waters into parts of Southern Ontario where water shortages have developed."

The Co-ordinating Committee on Northern Ontario Water Resources Studies prepared the following statement of objectives: "With respect to waters draining into James and Hudson Bay in Ontario, to assess the quantity and quality of water resources for all purposes; to determine present and future requirements for such waters; and to assess alternative possibilities

for the utilization of such waters locally or elsewhere through diversions." The Committee made thirteen progress reports to its joint sponsors, the first in September 1966 and the last in May 1972. (The progress reports were treated as classified documents and I was not permitted access to them when I was leader of a background study for the Science Council in 1969.) In 1973 I obtained copies of the series. Although they were of a very general nature, I attempted to use them to compile a list of the studies which had been made. The reports on the studies ranged from ones on technical aspects of water flow (Hydrologic study of the Attawapiskat Basin - 1967) and engineering feasibility (Bedrock conditions at proposed dam sites - 1967; Preliminary report on the engineering feasibility of diverting the headwaters of the Winisk, Attawapiskat and Albany Rivers to a single channel for power development or for redirection to the Great Lakes Basin - 1969), to economic studies (Preliminary economic studies on Northern Ontario water resources, including additional material on water flow use, power generation, recreation and waste carrying potential, etc. - 1968), and finally to the ultimate cost/benefit studies by Ontario Hydro (A cost benefit analysis of the power potential of the water schemes A1, A2, and A3). These schemes represent different scales of proposals for the diversion of the Upper Albany and Winisk Rivers).

The joint study had provided quite comprehensive data on virtually every relevant aspect of the development of the five basins, except for the potential socio-cultural and environmental impacts of such projects. These aspects had been entirely neglected. They were not mentioned in the initial statement of objectives, nor were they added as a result of subsequent project reviews. The tenth progress report (Nov.1970) contained the statement: "Members of the Ontario Section of the Committee requested that the possibility of incorporating data on northern ecology be further explored." However, no mention of ecological studies was made in subsequent reports of the Committee. In 1972 the Hon. James Auld stated, on behalf of the Ontario Government, that a complete report on the studies would be made available by the two governments in 1974. The report has never been made public.

In the late 1960's, nationalistic concern developed about water exports to the United States and about the potential impact of the diversion of water from Northern Ontario. This concern culminated in 1971 with the formation of a "Dam the Dam

Campaign," based in Thunder Bay. The group conducted an aerial reconnaissance of potential dam sites on the Upper Albany in August 1971, and in September 1972 issued a bulletin, The Water Plot. The activities of the group focused public attention on the joint project, and on 5 November 1972 C.B.C. Television featured it in a documentary programme. Shortly afterward, news releases were issued by both the federal and provincial governments, both stating emphatically that no consideration was being given to diversion schemes aimed at exporting water to the United States. By the end of the year, public interest in the issue was on the wane; however, in February 1973 the Union of Ontario Indians printed and circulated 200 copies of a report by Harry Achneepineskum. It was entitled Progress at the Cost of Genocide: A Study of Government Plans to Flood the Lands of Northern Ontario. At approximately the same time, the "Dam the Dams Campaign" published a newsletter about the proposal for the Upper Albany drainage. At the time, it was reportedly being considered as a scheme to control water levels in the Great Lakes. That newsletter seems to represent the last gasp of public interest in the project, or at any rate my records end at that point.

The joint announcements made by the federal and Ontario governments in 1972 stated only that no consideration had been given to the export of water to the United States. However, the studies conducted during the joint programme extended well beyond the portions of the rivers which were the focus of public concern. There has been no official disavowal of interest in other aspects of the water resource potential of the region. Indeed, it would be quite unrealistic to expect that to happen. Factors which mitigate against such a disavowal are the urgent desire for economic growth in Northern Ontario, the forthcoming energy crisis, the quest for energy self-sufficiency, and the widespread belief that hydro-electricity is a pollution-free source of energy.

In my opinion, Mr. Commissioner, it is very important to the long-term interests of the Indian people and to the environment of Northern Ontario that you make an intensive effort to determine potential demands during the next fifty years for energy production on the five major northern rivers. Such estimates could be the basis for producing a series of different

scenarios, which attempt to determine the possibility of balancing development with protection in water resource equations. My argument, in fact, is that your Inquiry should develop a series of cost/benefit analyses of water resource projects, taking into account not only direct economic components but also socio-cultural and environmental components in a realistic way. Your Inquiry should also make recommendations on what should be done to redress the imbalance in the joint federal-provincial investigations, which completely disregarded socio-cultural and environmental factors in the assessment of the potential of northern rivers for development.

THE POLLUTION OF RIVERS BY THE PULP AND PAPER INDUSTRY IN NORTHERN ONTARIO

The pulp and paper industry has long been recognized as the most serious polluter of lakes, rivers, and estuaries in Canada. Although its wastes are complex, they are amenable to recovery or treatment if the industry makes capital investments for plant modifications and for waste treatment facilities. Generally, however, the industry has been recalcitrant and governments have been unwilling to force the issue. As a result, wastes from industry continue to degrade and destroy aquatic ecosystems in many regions of Canada.

Although the problems of the industry have been recognized in a general way, it has been difficult to obtain specific information. Both governments and industry have refused to comment on the amounts of wastes that were being discharged by the industry as a whole or ^{by} individual plants. It has been virtually impossible to find out what was being done to install primary or secondary treatment facilities or to learn which mills were causing particular water pollution problems.

The lack of information about the pulp and paper industry in Ontario was changed dramatically in November 1976 when the Ontario Government released a three-volume report, Alternative Policies for Pollution Abatement - The Ontario Pulp and Paper Industry. The report contains much information on the pollution problems of the industry. One key chapter analyzes the economics, and another evaluates alternative water pollution control policies for the industry. The insights provided by these chapters are important, because the industry has long used an "inability-to-pay" argument as a basic reason for its failure to come to terms with pollution abatement.

The Ontario Government has found it very difficult to deal with the industry. Between 1957 and 1965 it attempted to use gentle persuasion to get the pulp and paper industry to install pollution treatment facilities. However, its efforts were unsuccessful and in 1965 it issued a set of directives to the industry and established objectives on the removal of soluble organic materials, suspended solids (mostly wood fibres), dissolved salts, and other inorganic chemicals.

In the case of soluble organic compounds, the objective was to decrease the discharge from approximately 1,000 tons per day to 150 tons. However, in 1975 approximately 900 tons were still being released daily. In the case of suspended solids, the objective was to decrease discharge from approximately 700 tons per day to 100 tons. In this case the industry has done much better, and has reduced the discharge to approximately 200 tons. The report had this to say about the two components and why the difference in performance existed:

Much more has been accomplished in the way of suspended solids reduction than abatement of soluble organics because there is a greater economic incentive to reduce suspended solids, especially if this is done by in-plant changes. Suspended solids contain fibres which can be used to make paper. Consequently, there has been a financial return to mills which have increased their efficiency and have recovered fibre which would otherwise have been sewered. The dissolved organic materials which cause oxygen depletion are primarily sugars and alcohols for which there are little or no markets or which are expensive and difficult to recover. There is no corresponding economic incentive to reduce the loading of soluble organics and, accordingly, mills have accomplished little in this direction.

The report gives a vivid portrayal of the problem on a mill-by-mill basis. One table lists twenty-one mills which constitute particular water pollution problems, and compares their performance for 1975 with the Ministry's objectives. The worst offender on the list is Spruce Falls Paper at Kapuskasing, which discharged twenty-four times the daily amount of soluble organics (120 tons versus five tons in the Ministry's objectives) and more than five times the amount of suspended solids (325 versus 65) specified by the Ministry. Reed Paper at Dryden had ratios of forty-six versus five and twenty-six versus eight.

Four of the mills listed in the table are classified as potentially dangerous to human health. Reed Paper is one of them. Six additional mills are identified as causing gross deterioration of the environment,

due to discharge of dissolved organics and suspended solids. They include Abitibi at Iroquois Falls and Smooth Rock Falls, and Spruce Falls at Kapuskasing.

The report provides perspective on the potential economic impact of the pollution control objectives of the Ministry. The estimated cost of meeting the Ministry's pollution control objectives over a ten-year period is about \$230 million. This would be reduced by 50% by tax concessions from the federal and provincial governments. According to the report, the investment of \$11.5 million per year on pollution abatement is not likely to cause hardship, because firms can avail themselves of further tax concessions that reduce the impact of abatement costs on their profits. The report also concluded that air and water pollution abatement programmes being enacted in the United States and Scandinavia will involve long-run costs at least as great as those contemplated for Ontario: "Hence, the pollution abatement objectives that have been established for Ontario mills will not likely put the industry at a disadvantage to these other producing areas."

Another key table lists the estimated profits of Ontario companies from 1969 to 1975. Net profit per ton over the period ranged from \$2.75 to \$36.97. Even during an acknowledged bad year (1971), the before-tax profit margins for most mills were between \$8 and \$30 per ton. These margins are well above the pollution abatement costs, which were estimated to amount to approximately \$5 per ton of product.

The final chapter of the report evaluates existing pollution control policies and discusses options for the future. In assessing the present approach, the authors state:

Between 1968 and the present (Oct. 1976) only twelve convictions under the Ontario Water Resources Act ... had been obtained against pulp and paper companies. The fines for water pollution averaged \$812 per conviction.

The Ontario Ministry of the Environment recently announced a "new" set of pollution abatement directions to pulp and paper mills. These come under the heading of Control Orders, Program Approvals, and Requirements and Directions. If control orders, which are made under the Environmental Protection Act, are not fulfilled, it could result in fines of \$10,000 per day. One would think that finally pollution from the industry could be

brought under control. The lesson of the last twenty years, however, is that nothing can be taken for granted. In the meantime, "gross deterioration" of aquatic environments is occurring in Northern Ontario as the result of the actions of an industry which appears to think only of profitability and cost/benefit relationships in assessing its role and responsibility in maintaining a quality environment.

In my opinion, the Inquiry must address itself to problems of pollution from the pulp and paper industry at two levels. In the first place, it should make strong recommendations on the installation of sophisticated pollution abatement equipment in all new mills. Such recommendations should logically include specifications and guidelines which provide detailed instructions on what is required to meet the standards proposed. Secondly, it should also make recommendations about what should be done to solve problems which are being caused by existing mills, which are polluting any of the major river systems which flow across the 50th parallel and discharge into James or Hudson Bay.

While I have dealt in detail with the pulp and paper industry, I do not mean that it is the only industry which the Inquiry should consider. Mining and smelting are likely to continue to loom large in Northern Ontario. They too have been shown to be serious polluters of aquatic systems. They warrant consideration at the same level of detail. It is vital to the future of northern peoples and the northern environment that ways be found to develop and operate primary resource industries without causing "gross deterioration of the environment" and without destruction of the renewable resource components of it.

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BY

ONTARIO MINISTRY OF
AGRICULTURE AND FOOD

PRESENTED AT

TIMMINS

NOVEMBER 23, 1977



ROYAL COMMISSION
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THE HON. MR. JUSTICE
E. P. HARTT
COMMISSIONER

SUBMISSION TO

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BY

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AND FOOD

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ON
NOVEMBER 23, 1977

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TORONTO, ONTARIO
M4W 1A5

Attached to Exhibit 90 are two large maps "Soil Capability for Agriculture", one for the Cochrane district and one for the Kapuskasing district. They were too large for reproduction but can be viewed at the Commission office at 55 Bloor St. W.

POTENTIAL FOR AGRICULTURE

NORTH OF THE 50th PARALLEL IN NORTH EASTERN ONTARIO

Agriculture has been carried out along the coast of James bay since about 1668. The first attempts were by the Hudson Bay Company to provide winter supplies of root and Cole crops. The Oblate fathers have also done some excellent work and around 1920, kept a dairy herd at Attawapiskat. There are also reports that Moose Factory Island had up to seven root houses in 1928. Fort Albany and Kaschewan have also practiced agriculture. The potato varieties Early Rose and Waba were developed for this region.

Recently, interest has been shown by the Indians at Attawapiskat (Atik Corporation) and by the Indian band on Moose Factory Island. Kaschewan day school also requested and were supplied with soil analysis information concerning various horticultural crops as a result of their submission of a soil sample.

The Indian band at Attawapiskat built a Lord and Burnham greenhouse supplied by the I.O.D.E. in 1975.

The land sites used for agriculture in the James bay lowlands both historically and at present have been very specific.

The area is very low lying with little change in the topography except for a series of raised beaches located at previous shorelines of James bay. The area as a whole has extremely poor drainage and undesirable soil types (muskeg). However, river islands and river banks in the area often have very good quality alluvial soil and a much improved micro climate because of the warming effect of the surrounding water. Many horticultural crops can be grown most successfully making use of the very long summer days and the virtual absence of many of the diseases which cause problems further South. A greenhouse would be especially valuable, not for winter long production, but for starting frost sensitive plants in the spring before the ice has gone off the bay.

Financial inputs should take into account the high cost of importing bulky crops (eg. potatoes) from outside the region. Local production of potato by-products (eg. potato chips) could be considered too, depending on the cost of such a processing industry.

The social implications of any agricultural production and processing industries would also have to be considered as well as the cost benefit structure.

Agricultural Potential in the area of the Lands directorate maps, Kapuskasing 42G and Cochrane 42H. (49th parallel to 50th parallel N. E. Ontario)

The area has perhaps 250,000 acres of good quality land (Class 3C) within reasonable access to existing services. Much of this land which was once cleared has reverted into scrub bush although its capability is as high as the land which is farmed intensively. Most of this land is reserved for Agricultural use under the report on land use planning in the Kapuskasing management unit.

There are also about two million acres of land suitable for agriculture lying about 20 miles South of Highway 11 or following the rivers in the Cochrane area. This land which has the highest agricultural capability is also the most suitable for silviculture. It is at present the cutting area for various lumber and paper mill companies.

The agricultural economy of Cochrane North is based on providing the local market with fluid milk. Some is also shipped to Timmins. There are at present 16 milk producers in the region. Some of which are quite large, with efficient operations.

Beef production is also carried out. This has traditionally been with the cow calf enterprise which has provided little cash flow and accounts for the very high percentage of beef farmers who are required to obtain additional off-farm income.

Developments for the future would include fattening up the cattle to market weight on forages or conserved forage products and the marketing of this livestock in the local area. The new abattoir in Cochrane will facilitate this.

There are also four egg producers who produce eggs for the local market. They use Western Canada or Southern Ontario grain supplies. Several cash croppers in the region produce table potatoes, seed potatoes, strawberries and turf. There is a potential for more grain production (barley). With early planting, yields can be extremely good.

The Experimental farm at Kapuskasing is developing both crop and animal technology relevant to agricultural production on the soils and with the climate pertaining to the great clay belt.

It has been demonstrated that with adequate fertility, excellent crops of both graminaceous and leguminous forages and spring grains can be grown. Harvesting techniques, especially silage making and the acid treatment of grain, have been developed to conserve low cost high quality feed.

Research on beef cattle will continue to demonstrate the economic value of raising one's animals all the way to slaughter weight using locally produced feedstuffs.

No. 90

Royal Commission on the
Northern Environment

Ministry of Agriculture
this exhibit is produced by
N. Tarleton + G. D'Aust

this 13 day of Nov 19 77
S. J. [Signature]

(Cont'd)

A considerable amount of related research is being carried out on mineral balance, breeding systems, pasture use etc.

Research is also to be carried out with tile drainage on one of the wetter soil types found in the area. Soil types are quite variable in the region so such advice is tailored to suit the soil type in question.

It can be seen that there is a land base, which with known technology, can produce an abundance of agricultural products. The economic situation in the beef industry and the slow growth of a fluid market for milk are detrimental factors.

The acreage of land used for agriculture has been expanding since 1971 and agriculture could and should become a viable secondary industry in Northern Ontario.

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Attached to Exhibit 91 are two pamphlets
entitled "The Loram Story" 1977 and 1976.
They could not be reproduced for publication
but can be viewed at the Commission office
55 Bloor St. West

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PUBLIC INFORMATION HEARINGS
NOVEMBER 1977

BY
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I N D E X

1. Introduction
2. Potential Development
3. Social Economics
4. Opportunities for Native Peoples
5. Environment
6. General Comments on Northern Development

- Appendix 1 - Ministry of Natural Resources
Information
- Appendix 2 - Reclamation Schematic for
Onakawana
- Appendix 3 - Company Background
- Appendix 4 - Draft Lease: Ministry of Natural
Resources to Onakawana Development
Limited
- Appendix 5 - The Loram Story (featuring Manalta
Coal Ltd.) - various issues

Honourable Commissioner:

Onakawana Development Limited is pleased to have an opportunity to provide the Commission with information concerning a potential coal mine development at Onakawana.

The history of the discovery of the lignite deposit in Northern Ontario and the numerous attempts to develop it commercially are too well known to require repetition here. They are summarized in the attached information package prepared by the Ministry of Natural Resources (Appendix 1). The time appears opportune to proceed with the development on a major scale to supplement energy forms from other sources. At the present moment, the Province of Ontario is dependent upon coals imported from the United States and Western Canada and oil and gas from Alberta and off-shore sources. Aside from locally generated hydro power, uranium is the only major indigenous energy source of the Province.

Despite conservation measures, the energy demand in Ontario continues to rise and even the most conservative projections indicate the need for increasing power generation to meet increasing energy requirements. To this end, the Onakawana lignite deposit, comprising 190 million tons of low grade lignite with an average heating value of approximately 5,000 BTU/lb., can satisfy in a significant way, some of the forecasted needs for power and energy.

The field is amenable to extraction by surface mining methods known as the "turnover" system. Two seams were originally deposited in lower Cretaceous geological times. The upper seam was subsequently

eroded in places by the Pleistocene period ice advances and the limits of the field are delineated by the complete erosion of both lignite seams. The depth to the coal varies from 50' to 140' and the seam thicknesses average 17' each, with an interval between seams of 6' to 20' in those areas where the upper seam is present.

POTENTIAL DEVELOPMENT

There are two ways in which the Onakawana lignite deposit can be developed:

1. To supply lignite to a mine-mouth thermal power generating station from which the power could be distributed via the Ontario Hydro distribution grid. Current studies indicate that a power generating station having a capacity of 1,360 megawatts operating at a constant load factor of 40% over a thirty year period, might be suitable. Or, a 1,020 megawatt station operating at a declining capacity factor from 70% to 30% over the same period of time, could be served by the Onakawana deposit. In either case, the lignite requirement would average about 5 million tons per year of production and would leave about 40 million tons of reserves untouched at the end of the thirty year period.
2. Alternatively, the lignite deposit could be developed to serve industrial and local power needs, principally in Northern Ontario. Mining and metallurgical operations and pulp and paper mills would be the logical markets. An initial mining rate of about 1 million tons per year can be visualized, increasing thereafter as the markets grew and as new industries were attracted to such an energy source. Small autonomous power and steam plants serving local areas and local needs would probably spring from such a development. On-site upgrading of the low grade Onakawana

lignite to increase its heating value, to reduce its moisture content and to put it in a suitable shipping form would probably be required. A research program is now underway to determine how this may be economically accomplished.

To bring either of these development possibilities into perspective, each ton of Onakawana lignite is the equivalent of 10 thousand cubic feet of gas or 56 gallons of fuel oil. Each acre of the Onakawana deposit contains 15 thousand tons of lignite or the equivalent of 150 million cubic feet of gas, or 840 thousand gallons of fuel oil. At the maximum mining rate of 5 million tons annually, only 330 acres of land will be processed each year. This will replace the need to import over 2 million tons of bituminous coal or 50 billion cubic feet of gas, or nearly 280 million gallons of oil each year.

In terms of replacing coal imports alone, the full utilization of this indigenous resources will save Ontario about \$2 billion in foreign exchange during its lifetime.

SOCIAL ECONOMICS

The social and economic benefits of such development for Ontario's Northland and, in fact, throughout Ontario, can be measured in equally impressive terms. The mine development alone will cost well over \$100 million. During its three year construction and pre-production period, an average of 300 persons will be employed with an annual payroll of over \$6 million. The building of a construction camp site, permanent quarters for operating crew; the construction of railway sidings, roads, drainage systems, service lines; the pre-stripping of overburden to expose the coal seams and the erection of major pieces of equipment on site, will require crews of trained tradesmen and construction labour. With subsequent operations, a total of 200 persons will be required to mine and process the coal on a round-the-clock basis. These personnel will be heavy equipment operators and mechanical and electrical tradesmen trained on the job. Annual payroll for each of the full thirty years of the mining operation will amount to over \$5 million.

If a major power plant were to be located adjacent to the mine, additional capital expenditures exceeding \$1 billion would be required; a construction crew of up to 2,000 would be employed for the five year construction period, many of whom could be local residents; and a permanent staff of 150 people, with an annual payroll in excess of \$4 million would be needed during the following thirty year operating period.

In short, a combined mine and power plant development at Onakawana would create a three to five year wave of prosperity during construction, yielding to the Northern Ontario economy in wages and salaries and estimated

\$100 million in that period. Stresses on existing communities would be minimal during this period due to the location of the required construction camps at the project site. Thereafter, steady employment for 350 people with yearly incomes aggregating over \$9 million will be realized. Additionally, both during construction and the operating period, local communities will benefit from the on-going purchase of materials and supplies and services that are available. Studies in Western Canada have shown that for every job created in a surface mining operation, an additional 4.5 spin-off jobs are established in the provision of supplies and services.

OPPORTUNITIES FOR NATIVE PEOPLES

As has been the practice in other coal mining areas, Onakawana Development Limited would actively encourage the employment of local residents so as to maximize the economic benefit of such a development in nearby communities and to provide a stable, more comfortable, way of life.

This should provide a unique opportunity for the native peoples in the Moosonee to Cochrane region to participate fully in the development of a new resource base, to acquire new skills, to stabilize family incomes and to enrich their lives by blending traditional cultures and modes of living with a modern enterprise. Onakawana Development Limited is familiar with the innovative studies undertaken by the Confederation College of Applied Arts and Technology at Thunder Bay on the training of native employees and supervisors and the use of cultural awareness seminars for the Pickle Lake Development Project. Relying on these and similar experiences, we would encourage the co-operation and participation of native groups and leaders in the design and undertaking of hiring, training and employee relations programs which would optimize the use of native peoples. While such programs would not be operative for several years, the management of Onakawana Development is quite willing to meet with Treaty 9 officials and local band chiefs and councils at any time to develop plans for future action. In fact, on at least two occasions, we have offered to meet with the Treaty 9 Council to provide details of the Onakawana project and to seek their assistance. Hopefully, such a meeting, or a series of

12.

meetings, can be arranged after the hearings before this Commission.

Classroom instruction for equipment operators and trades-people would be provided at, for instance, the James Bay Education Centre in Moosonee to assist in qualifying local residents for permanent employment. This would be supplemented by on-the-job training, using the actual mine equipment, to upgrade skills and pave the way for long-term career promotion.

It is not the intent to create a new townsite at Onakawana. Not only are the terrain and location unsuitable for an attractive townsite, but this would tend to disrupt already established communities. Rather, workers will be transported by the Company from their existing communities to work a 4-day period at the mine and transported home again for their 3-day break. At Onakawana, there will be created a dormitory centre complete with a comfortable lodging accommodation, a clean modern dining room, a commissariat and recreational facilities such as a movie auditorium and athletic areas. It is hoped that the employees themselves will initiate cultural, social and recreational programs at the dormitory centre to supplement and complement their own home community living.



ENVIRONMENT

It is generally agreed that the area which will be mined at Onakawana is not "sensitive" environmentally. In specific terms, this means that it is covered with water-logged muskeg and has very little tree growth, except for the better drained areas adjacent to rivers. The landscape is very low and flat and waterfowl, fish and animal life are sparse. Fundamentally, anything that improves drainage and replaces the top layer of muskeg with more fertile soil or till would improve the growing conditions and enhance wildlife habitat. In essence, that is what strip mining the overburden, followed by proper reclamation, would do. Mining operations will be planned so that pre-drained muskeg is stripped first. The glacial tills, clays and gravel overlying the coal seams will then be stripped and placed in the pits from previously mined areas. These are referred to as "spoil piles". Subsequent levelling, mixing of dry muskeg on top of the spoil piles, contouring and revegetation will produce a reclaimed land profile with specific drainage patterns as shown in the attached schematic drawing (Appendix 2). In short, a much improved recreational area and wildlife refuge would be created than now exists at Onakawana.

Earlier, it was pointed out that at a maximum mining rate of 5 million tons per year, only 330 acres of land would be disturbed by mining operations in each year. Current practice among responsible Canadian mining companies is to follow as closely as possible behind the mining operation with reclamation measures - generally not more than 2 or 3 spoil piles behind the pit being mined - so as to deploy

equipment efficiently and reduce reclamation costs.

Thus, in actual practice, less than 50% of the 330 annual acres would be in the disturbed spoil pile condition at any one time. The balance of the mined out area would be in various stages of restoration, ranging from freshly levelled and contoured land adjacent to the working pit to fully revegetated and restored land in areas that had been mined three to five years earlier.

To relate the size of the Onakawana mining area to the vastness of Northern Ontario, it is perhaps well to keep in mind that the region north of the 50th parallel comprises about 214,000 square miles. The Onakawana mining permit covers 12,600 acres or 20 square miles - less than one one-hundredths of one per cent of the territory proscribed by this Commission's mandate. Again, to bring into focus the environmental importance of the Onakawana development, it is our understanding that man-made fires destroy more of Ontario's Northland in one year than the coal mining operation will touch, let alone improve, in its full 30 year life.

Nonetheless, while the mining area is small and environmental concerns are minimal, Onakawana Development Limited recognizes full well the need to establish standards, procedures and monitoring mechanisms which will ensure the preservation - and possible improvement - of the environmental status quo. Through our parent company, Manalta Coal Ltd., and its coal mining operations in six locations in Western Canada (Appendix 3), we have developed a singular expertise in strip mining reclamation and some of our mines are considered to be "show pieces"

of advanced reclamation techniques for instance, excellent grain crops from reclaimed land, deer and wild fowl breeding and feeding grounds where they did not exist before, and new recreational areas with fish-filled ponds and lakes. These positive results did not come by accident but by deliberately planned and executed reclamation programs including: soil and overburden mapping to optimize revegetation potential; designed control of mine surface waters and erosion; revegetation and reforestation programs based on test plot plantings and landscape planning. Land restoration is now part and parcel of modern surface mining.

An important overview of the environmental aspects of the area was made in 1973 by Task Force Onakawana, a multi-disciplined group of professionals, under government sponsorship and direction. The Task Force identified key issues and made specific recommendations regarding environmental matters. This permitted Onakawana Development Limited to make a preliminary assessment of the probabilities of dealing with these environmental aspects technically and economically so as not to destroy the incentive to proceed with the project. We concluded that the questions and recommendations contained in the Onakawana Task Force Study could be dealt with satisfactorily and the project could proceed.

We believe that there are ample safeguards to the environment in present law, legislation and practice. As has been documented, under the terms of the mining lease (Appendix 4), Onakawana Development Limited is subject to the Mining Act, The Forest Fires Prevention Act,

The Ontario Water Resources Act, The Environmental Protection Act, The Beach Protection Act and The Lakes and Rivers Improvement Act. Recently, the Company agreed with the Ministries of Natural Resources, Environment, Northern Affairs and the Secretariat for Resources Development to be designated under the Environmental Assessment Act, which Act requires an approved pre-development assessment report of all environmental matters. In addition, the Company is required, under the terms of the lease, to submit development and reclamation plans for the project for the approval of the various Ministries concerned. Finally, the Company is required to post a reclamation bond sufficient to complete unfinished reclamation in the event of termination of the lease.

However, let there be no misunderstanding - the cost of environmental studies and reclamation work is high. If pre-development study costs are exorbitant or are too nebulous to measure, the developer will not undertake the project. If he does go ahead, those costs will ultimately be passed on to the customer. In the case of Onakawana, this will be reflected in the higher costs of coal, or steam, or electric power.

This summer, Onakawana Development Limited spent \$400,000 on a geotechnical and hydrogeological drilling program at the site, designed specifically to take sub-surface soil and water samples and water flow measurements to be used as base and design data for mine and drainage planning and reclamation procedures.

The further environmental investigations arising out of the Onakawana Task Force Study were estimated to cost \$360,000 in 1975,

and ongoing reclamation can cost up to \$5,000 per acre which will add about \$1-1/2 million to the cost of coal each year. For land which has little value to man today, that is an expensive price to pay merely to restore it to its present condition. Fortunately, at Onakawana, there is a confident possibility that after reclamation, the area will have measurable increase in value as a recreation area for man and a productive habitat for wildlife.

GENERAL COMMENTS ON NORTHERN DEVELOPMENT

There are a number of variables which a developer faces in reaching a decision to undertake a major project. Those for which he can measure the risks involved, and which may be partially within his control are capital and operating costs, projected profitability, construction scheduling, engineering and timing. Those over which he has absolutely no control, nor measurability, are public reaction and government decision - and the cost and time associated with them. Uncertainty is the implacable foe of business decision.

No responsible coal mining company today objects to pre-established standards or conditions - at least they are measurable in terms of risk or project economic viability. The mining industry, however, cannot live with shifting or indefinite standards or conditions changing the rules of the game after the match is in progress, or equally disturbing, prolonged indecision on the rules before the match can begin.

To be specific, Onakawana Development Limited shall comply fully with the Environmental Assessment Act - to present an assessment report, to appear before public hearings to make known its responsibility and plans, all within a reasonable time frame. But a constant "recycling" or repetition of the process prior to approval would present severe obstacles to the decision to proceed with the project. This happens in other provinces where approval is withheld while yet another environmental study, and another, is undertaken and while various agencies must be satisfied individually of the merits of the project.

For a project in the Northland, whose economic and social benefits to the existing communities may be far more pronounced than comparable projects in southern regions, we do respectfully suggest that the environmental approval process be as decisive and expeditious as possible. A single government agency, a single, well-established procedure, and one jurisdiction for submissions, reports and hearings and approvals would be of great benefit. Approvals to proceed with attached conditions which can be monitored by existing legislation, would also accelerate the final decision-making process.

Respectfully submitted,

ONAKAWANA DEVELOPMENT LIMITED

MINISTRY OF NATURAL RESOURCES

INFORMATION PACKAGE

FOR

OPEN HOUSE

PUBLIC MEETING

ON

PROPOSED DEVELOPMENT OF

ONAKAWANA LIGNITE COAL



Ontario

Ministry of
Natural
Resources

FRANK S. MILLER
MINISTER

J. K. REYNOLDS
DEPUTY MINISTER

INTRODUCTION TO OPEN HOUSE

The open house public meeting you are invited to participate in is designed to accomplish the following purposes:

- A) Provide an information exchange on the Proposed Development of the Onakawana Lignite Resource.
- B) Solicit your views, concerns and suggestions on developing the Onakawana lignite resource.

The results of the open house meetings will assist the Ontario Government in making decisions on how the Onakawana lignite coal resource will be developed.

In the open house format, the individual is free to participate at his own pace in viewing the displays, making use of the written information or handouts, viewing the 12 minute film prepared by Onakawana Development Ltd., and engaging in discussions with the various resource persons present. Specialists or Resource persons are available for the Ministry of Natural Resources, Ministry of the Environment, The Royal Commission on the Northern Environment and Onakawana Development Ltd. These people are identified with name tags and are interested and available to help answer your questions and discuss with you your views and concerns.

Refreshments in the form of coffee and donuts are available. Please feel free to make yourself at home and participate in this information exchange and express your views and concerns.

For your convenience, a comment sheet is available, along with a prepaid self addressed envelope, in order to facilitate the recording of your views and comments.

RESOURCE PERSONS AT OPEN HOUSE

Located throughout the room are resource persons or specialists who are available to answer your questions and listen to your views and suggestions. The resource persons who are identified by name tags are as follows.

MINISTRY OF NATURAL RESOURCES

Mr. J. R. Oatway, Regional Director, Northern Region
Mr. G. A. Jewett, Executive Director, Division of Mines
Dr. W. O. Karvinen, Regional Geologist, Northern Region
Mr. J. R. McGinn, Director, Lands Administration Branch
Mr. R. C. Denommee, Regional Mining Lands Admin., Nor. Reg.*
Mr. R. O. Standfield, Policy Advisor, Fish and Wildlife Br.
Mr. A. Stewart, District Manager, Moosonee
Mr. G. A. Wright, District Manager, Cochrane
Mr. A. F. Papineau, District Manager, Timmins

MINISTRY OF THE ENVIRONMENT

Mr. R. C. Burdett, Environmental Approvals Branch

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

Mr. N. Richardson, Senior Planning Advisor or
Mr. R. Richards, Economic Advisor

ONAKAWANA DEVELOPMENT LIMITED

Mr. D. W. Edwards, Manager of Development
Mr. E. Panchysyn, Vice President of Exploration

* For your convenience, Staff who are bilingual in English and French as well as English and Cree will be available to assist as translators during the open house meeting.

MINISTRY OF NATURAL RESOURCES INFORMATION PACKAGE

Staff members of the Ministry of Natural Resources have prepared written overviews of different aspects of the Onakawana area. The following is a list of how the information is presented in this handout.

- INTRODUCTION TO OPEN HOUSE
- RESOURCE PERSONS AT OPEN HOUSE
- MINISTRY OF NATURAL RESOURCES INFORMATION PACKAGE
- WHAT IS LIGNITE AND WHERE IS ONAKAWANA?
- ONAKAWANA - A BRIEF HISTORY
- GEOLOGY AND MINERAL POTENTIAL OF MOOSE RIVER BASIN
- LIGNITE RESOURCES MOOSE RIVER BASIN
- RENEWABLE RESOURCES AT ONAKAWANA
- SUMMARY OF THE ONAKAWANA TASK FORCE REPORT 1973
- SUMMARY OF ISSUES COMMENTED ON BY PUBLIC TO TASK FORCE ONAKAWANA
- SUMMARY OF TERMS AND CONDITIONS OF PROPOSED MINING LEASE TO ONAKAWANA DEVELOPMENT LIMITED
- RELATIONSHIP OF OPEN HOUSE MEETINGS TO HARTT AND PORTER COMMISSION
- REFERENCES
- COMMENT SHEET

In addition to this information package, other information handouts are available from the Royal Commission on The Northern Environment and Onakawana Development Limited who also have prepared a twelve minute film on their mining proposal.

For your convenience, French and Cree translations of much of the written material will be made available upon request.

WHAT IS LIGNITE

Coal as most people will recall is part of the fossil fuel family which contains oil and gas as well as coal.

Coal is described simply as hard opaque blackish mineral or carbonized vegetable matter. Coal is classified into several basic types, anthracite, bituminous and lignite, depending on its relative water content and hardness, or degree of compaction. Peat is considered to be an immature form of coal. Anthracite is classified as hard coal with bituminous next, followed by lignite which is a soft coal with a high water content. In terms of a fuel source, the harder the coal the better the heat generation as measured in B.T.U. (British Thermal Units)

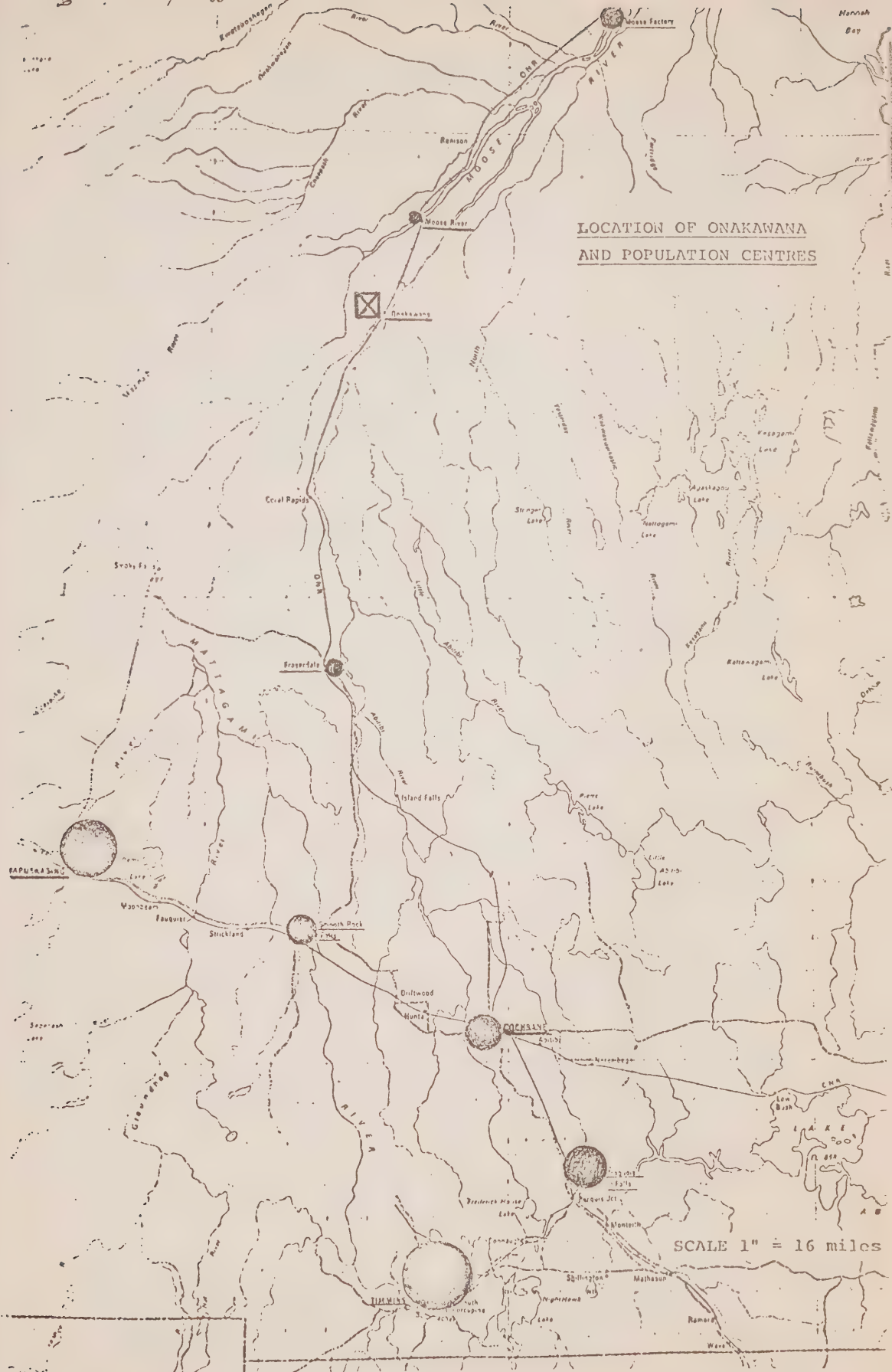
WHERE IS ONAKAWANA

The only known lignite coal deposit of significant size is found near a railway siding called Onakawana on the Ontario Northland Railway. Onakawana can be described as being about 60 miles (100 km) south of Moosonee, 120 miles (220 km) north of Cochrane and some 500 miles (830 km) north of Toronto.

The Onakawana deposit is considered to be located immediately west of the Abitibi River and east of the Mattagami River, two main tributaries of the Moosonee River.

Onakawana Development Limited, an Ontario based subsidiary of Manalta Coal Co. presently holds an exploration licence of occupation for an area of some 12,000 acres west of the Ontario Northland Railway, which encompasses the deposit estimated to contain 190 million tons of lignite.

In terms of distance and access, Moose River Crossing with a population of 90 and Fraserdale with a population of 425 which are located approximately 16 miles north and 60 miles south of Onakawana along the Ontario Northland Railway respectively, are the closest communities to Onakawana. Next in terms of proximity and access are, to the north the settlements of Moosonee (1,200), Moose Factory (1,900) and to the south, Cochrane (5,000) and Smooth Rock Falls (2,450). More distant again are the communities of Iroquois Falls (6,700), Kapuskasing (12,500) and Timmins (44,250).



ONAKAWANA-- A Brief History

Lignite in the Onakawana area was known by the settlers of Ontario's first English-speaking settlement at Moose Factory in 1672. Voyageurs from the Hudson Bay Company discovered an outcrop on the west bank of the Abitibi River. They used this material in their forage at Moose Factory to manufacture tools. Thus, the area of the discovery was named Blacksmith Rapids, later renamed Onakawana.

In 1928, as a culmination of exploratory work for two summers by the Geological Branch of the former Ontario Department of Mines, a sample of lignite under five tons was collected from an outcrop of the lignite seam near Blacksmith Rapids. Testing in Toronto revealed a similarity with Saskatchewan lignite and suggested a potential for commercial fuel.

During 1929-30, exploratory drilling by the Ontario Government, under the supervision of officers of the Department of Mines, established a deposit covering three square miles, averaging 20 feet in thickness, under 50 to 100 feet of overburden between the Abitibi and Onakawana Rivers. High-grade fire clays and ball clays overlying the lignite seam, or occurring as partings within it, were also discovered.

Subsequent work established a deposit over five square miles with thickness in some areas reaching 68 feet.

In 1931, a shaft was sunk to 150 feet with drifts extending 1276 feet. This work established a deposit of approximately 100 million tons. Work was terminated in 1932 due to the then current economic conditions which did not justify further development of the property.

Between 1939 and 1944 further work was carried on including drilling, stripping, testing on site and testing as fuel for locomotives. In all about 120 tons were used. The results indicated that serious consideration should be given to the general use of steam-dried lignite mined with bituminous coal for locomotives. In 1943 a 100 h.p. return tubular boiler was installed on the Onakawana site for heating purposes, and about 400 tons of raw lignite were mined to supply this heating unit. In 1944, 3,000 tons of lignite were mined and stockpiled for this boiler.

In 1945, after an on-site examination, a Select Committee of the Ontario Legislature recommended that in view of the lack of evidence of any substantial back-log of industrial markets, it was uneconomical to continue with the Onakawana program. As a result the plant facilities at Onakawana were dismantled.

In 1967, Alberta Coal Limited obtained Exploratory Licence of Occupation No. 13902, covering 375 square miles for three years plus an extension until December 31, 1972. The company drilled more than 80 holes by March, 1968. Subsequently, Alberta Coal Commissioned the Shawinigan Engineering firm to undertake a feasibility study. In 1971, the study concluded that the Onakawana prospect was a viable project.

In 1972, the management of the Alberta Coal operations was taken over by Manalta Coal Limited which subsequently incorporated a subsidiary, Onakawana Development Limited, to be the holding company thereafter for this project.

Exploratory Licence of Occupation No. 14869 was issued to Onakawana Development Limited on June 6, 1973, covering 16,500 acres for three years which was extended until December 31, 1975. To that date the company spent approximately \$1.5 million to develop the potential value and size of the deposit which now comprised 190 million tons.

Also in 1972 the Onakawana Task Force was formed, comprising staff from the Ontario Government, the Conservation Council of Ontario and Ontario Hydro to do a study of the Onakawana beds. The report, which is available to the public, contained many recommendations relating to the development of the deposit. Many interested groups submitted briefs to the Task Force as a result of the report.

On June 29, 1977, Ontario cabinet Minute 17-29/77 approved the issue of a 21-year lease to Manalta Coal Limited (parent company of Onakawana Development Limited).

A new exploratory Licence of Occupation No. 14876 was issued to Onakawana Development Limited for a period of six months commencing August 2, 1977, to confirm bed thickness in certain areas and to conduct soil stability tests. This work is currently in progress.

On September 21, 1977, a draft of a proposed 21-year lease was sent to Onakawana Development Limited for approval.

The Onakawana lignite deposit is located in the southern part of the Hudson Bay Lowland. The rocks underlying the area consist of a sequence of Phanerozoic limestones, dolomites, shales and sandstones which were laid down in a structural depression known geologically as the Moose River Basin. Thick, widespread deposits of unconsolidated glacial and marine sediments of Quaternary age cover most of the bedrock, thus limiting exposures mainly to river valleys.

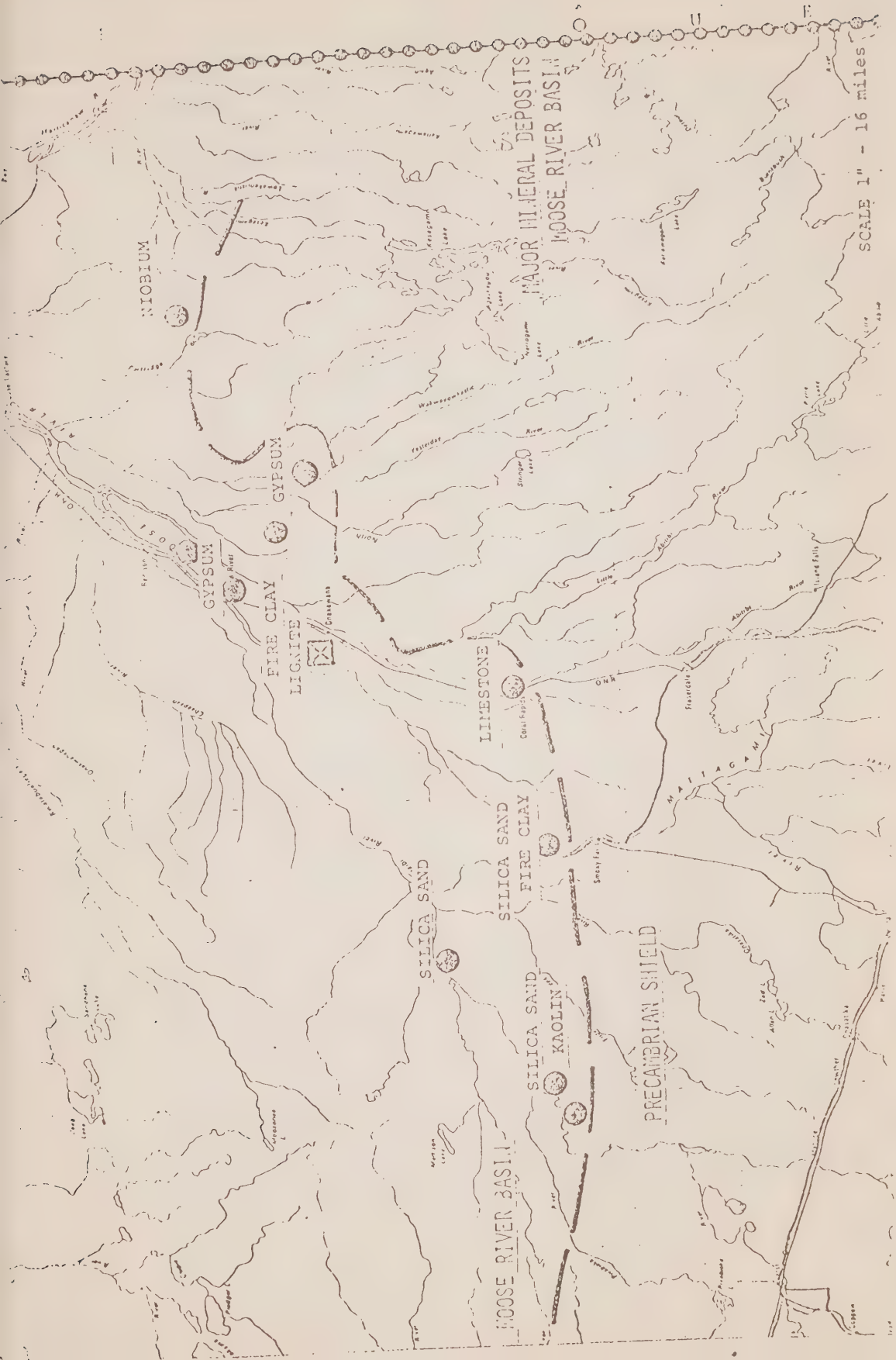
The Onakawana lignite deposit occurs in a sequence of semi-consolidated, flat-lying, clays and sands of the Mattagami Formation, near the top of the Phanerozoic succession. The deposit consists of two seams of lignite, averaging about 7m (23 feet) thick which are intercalated with clays.

In addition to lignite, the Mattagami Formation, which underlies a large area in the central part of the Moose River Basin, is host to some of the best-quality clay and silica sand deposits in Canada. Best exposures of these deposits are on the Missinaibi River in Burstall and McBrien Townships and on the Mattagami River in Kipling Township. Their extent into overburden covered areas is poorly known. The clay has excellent properties for the manufacture of clay products such as bricks, china, etc., and may, in the future, be also an important source of aluminum. The silica sand is very pure and is well suited for the manufacture of glass and fiberglass products.

Other significant mineral deposits in the Moose River Basin include the extensive gypsum deposits which underlie a large area from the French River to the Cheepash River and high-calcium limestone at Coral Rapids. Good exposures of gypsum are found in the banks of the Moose River downstream from Moose River Crossing. Both gypsum and limestone are important commodities in the construction industry.

On the southern rim of the Moose River Basin, in Precambrian rocks of the Canadian Shield is found an important deposit of niobium. The deposit, located about 65 km (40 miles) northeast of Onakawana on Southbluff Creek, has reserves of about 62,500,000 tons averaging 0.52% niobium pentoxide (Canadian Mines Handbook).

In addition to the known deposits, the Moose River Basin is considered to have potential for oil and gas, uranium and lead-zinc deposits. Exploratory work for oil and gas was carried out a few years ago with negative results. The potential for uranium and lead-zinc deposits has never been tested.



LIGNITE RESOURCES

MOOSE RIVER BASIN

With the current worldwide shortage of energy resources it has become essential that Ontario make a thorough assessment of its own sources of supply. This province depends on hydrocarbon ("fossil") fuels for a large part of its energy supply and imports large quantities of coal from the United States for this purpose, as well as for the metallurgical industries. However, in view of the world supply situation, further dependence on foreign reserves should be held to the lowest practical minimum by the use of domestic sources.

Valuable deposits of coal in Alberta and Nova Scotia are being given serious consideration. In addition, right within Ontario, at Onakawana in the Hudson Bay Lowland, there is an extensive lignite or brown coal deposit which is now being studied by the provincial government as a possible source of thermal electric power.

Onakawana is situated about 90 km (56 miles) south of Moosonee in an area known geologically as the Moose River Basin. Within the basin are sediments of Mesozoic (Jurassic-Cretaceous) age. That is, they are sediments deposited some 110-170 million years ago. Near Onakawana the Cretaceous sediments include two seams of lignite with a combined average thickness of 10.9 metres. About 190 million tons of mineable lignite is known to be present.

There is a reasonable probability that other equally large lignite deposits exist elsewhere in the Jurassic-Cretaceous sediments of the Basin. Knowledge of the area is limited and a comprehensive regional geological study is essential if the fossil fuel potential of the basin is to be assessed.

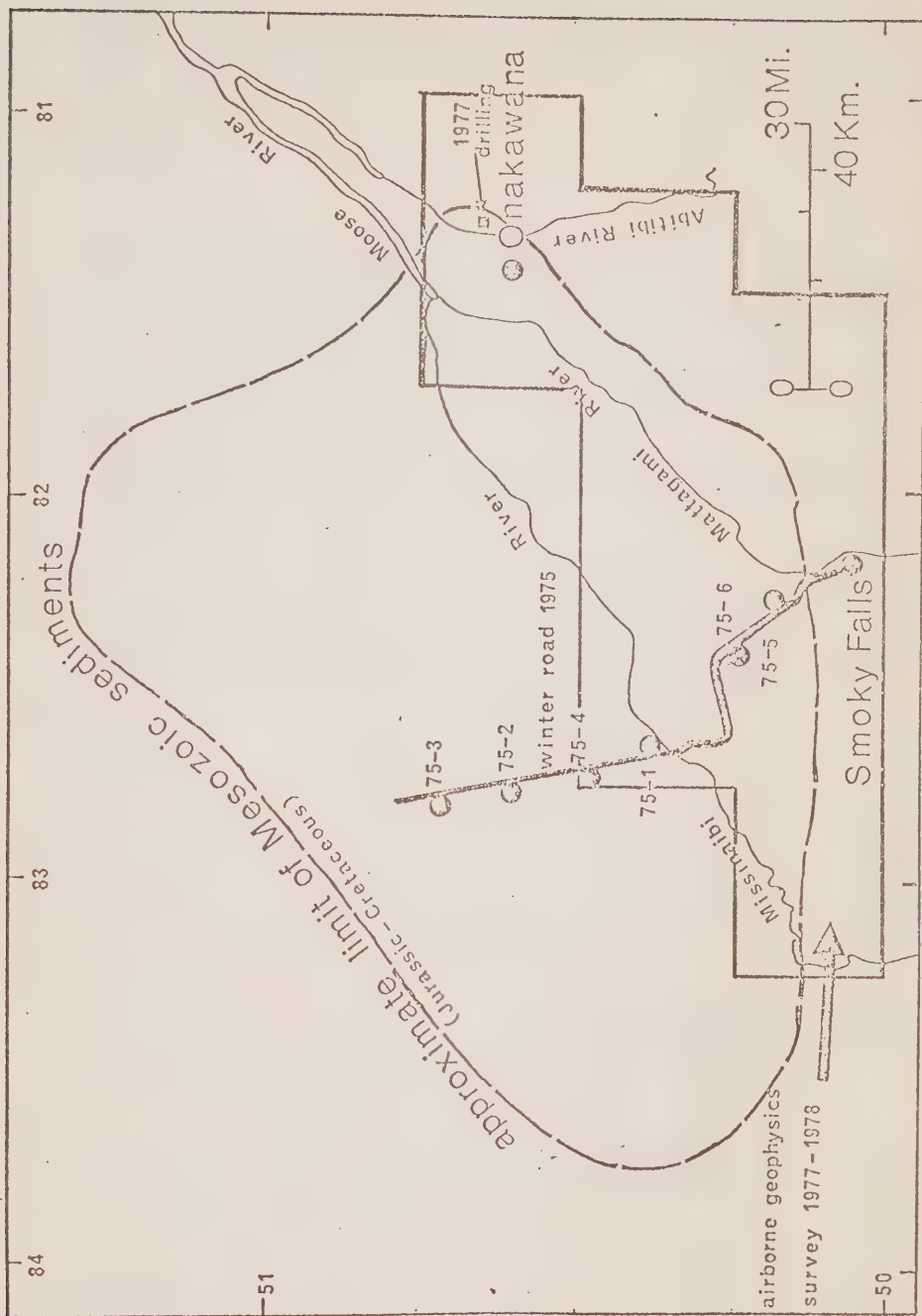
In the winter of 1975 the Division of Mines, Ministry of Natural Resources, carried out a preliminary survey of the southern part of the area. This included construction of a winter road from Smoky Falls northward into the Basin and the drilling of six test holes into the Cretaceous and Jurassic sediments (see accompanying map). At the same time geophysical surveys were conducted along the winter road to provide supplementary information to the drilling. The effect of this limited study on the environment was closely monitored in order to determine what, if any, hazard to the environment might result from further, more extensive exploration of the same nature.

Results of the drilling and geophysical activities were carefully analysed and a preliminary assessment was made of the lignite potential of the area studied. Areas in which more detailed study was required, and areas to which the preliminary survey should be extended, were also indicated.

During the summer of 1975 a helicopter-supported outcrop reconnaissance survey was carried out and the lignite deposits at Onakawana were examined. The objective of the latter work was to identify any physical properties of the deposits which might be measurable by airborne geophysical methods. If successful, this would provide a convenient and economically attractive means of detecting further lignite in the region. An experimental airborne geophysical system was tested over the known lignite deposit at Onakawana and an area east of Abitibi River. An easterly extension of the Onakawana deposit was shown to be possible. Therefore, at the present time, the Division of Mines is carrying out further drilling in the area east of the Abitibi River to test the geophysical results. The results of this latest work will be most important to the future development of the Onakawana area.

The 1975 drilling, geophysics, and outcrop reconnaissance suggested that the Cretaceous sediments along the southern and southeastern margins of the Moose River Basin were also favourable to the occurrence of lignite. Consequently, in the winter of 1977-78 another airborne geophysical survey is to be implemented over the identified areas. This survey will be completed by the spring of 1978.

When all of these surveys and analytical programs have been completed it should be possible to make a general evaluation of the lignite potential of the Moose River Basin and, hopefully, to outline areas suitable for more detailed exploration by the private sector. At that time the provincial government will proceed to open the region to the private sector for concession bidding based on the resource potential as indicated by the various studies. The government studies, followed by private sector exploration and development activities, will help to establish Ontario's energy resource potential and will help plan Ontario's future energy supplies.



This report provides an overview of Ministry of Natural Resources programs and management information available for the Onakawana area, specifically Gardiner, Sutcliffe, Morrow and Dyer Townships.

FORESTRY

For the purposes of forest management the Ministry has established Forest Management Units throughout the province. The Onakawana area is located within the Moose River Management Unit. Within this unit the Ministry has an agreement with Cochrane Enterprises Limited which allows the company"..... to cut annually from the tract 103,000 cunits* of coniferous timber and 15,000 cunits of hardwood timber". The agreement terminates in 1985 with an option for renewal at that time.

While the Moose River Management Unit provides support to an active woods enterprise, the land base is relatively unproductive. A comparison of productive and non-productive forest land for the four townships around Onakawana is listed below.

<u>TOWNSHIP</u>	<u>NON PRODUCTIVE ACRES</u>	<u>PRODUCTIVE ACRES</u>
DYER	31,760	20,024
GARDINER	43,176	8,936
MORROW	38,600	13,136
SUTCLIFFE	35,120	16,688
	148,656	58,784

Almost two thirds of the total acreage of the four townships is non-productive. This includes land covered with water, treed muskeg, bogs and rock out-crops.

Most of the productive land is found along the banks of rivers and streams. Dominant tree species are black spruce, white spruce, balsam poplar and balsam fir.

PARKS AND RECREATION

The Onakawana area is used extensively by canocists and to a lesser degree by hunters and fishermen. The Abitibi canoe route from

*1 cunit = 100 cu. ft.

Gardiner to Moosonee traces the route of the old-time fur brigades and is popular with modern day canoeists. The stretch of rapids between Otter Rapids and the Onakawana River makes it necessary for canoeists to portage 2 miles (3.3 km) to the Onakawana River. They then proceed down the Onakawana and rejoin the Abitibi River. The Missinaibi River is another popular canoe route from Mattice to Moosonee. There is presently a study underway to determine if the Missinaibi should receive some special status under the provincial parks system.

Tidewater Park at Moosonee provides a camping facility for canoeists using those two canoe routes. The park is located on an island in Moose River between Moosonee and Moose Factory. A small park reserve is located at Otter Rapids approximately 35 miles (60 km) south of Onakawana.

FISH AND WILDLIFE MANAGEMENT

The Ministry has created a number of wildlife management units across the province designed to assist in managing wildlife on the basis of local population. Onakawana lies close to the boundary of wildlife management units 24 to 26.

The 1976 aerial moose census for Unit 26 indicated an average moose density of $.064 \pm .028$ moose per square kilometer. This indicates a very low moose population, about one quarter to one third the density of moose normally found on good moose range. Reproductive data from the same area indicates a low ratio of .17 calves per adult moose. We expect a ratio of .3 calves per adult moose on good moose range. Moose habitat is limited to the tree stands along the river and stream banks in the area.

Conversely, the area is good for caribou. A 1976 aerial survey revealed a density of $.150 \pm .186$ caribou per square kilometer. This represents a good density of animals. Past caribou surveys revealed about the same density of animals indicating a fairly stable population.

Two licenced traplines cover the area of the lignite deposit at Onakawana. Trapline M0197 extends north from Onakawana while trapline C0189 extends south.

The number of animals harvested is more an indication of the trapping effort than the density of furbearers on these two traplines. For example, on trapline M0187 an average of 12

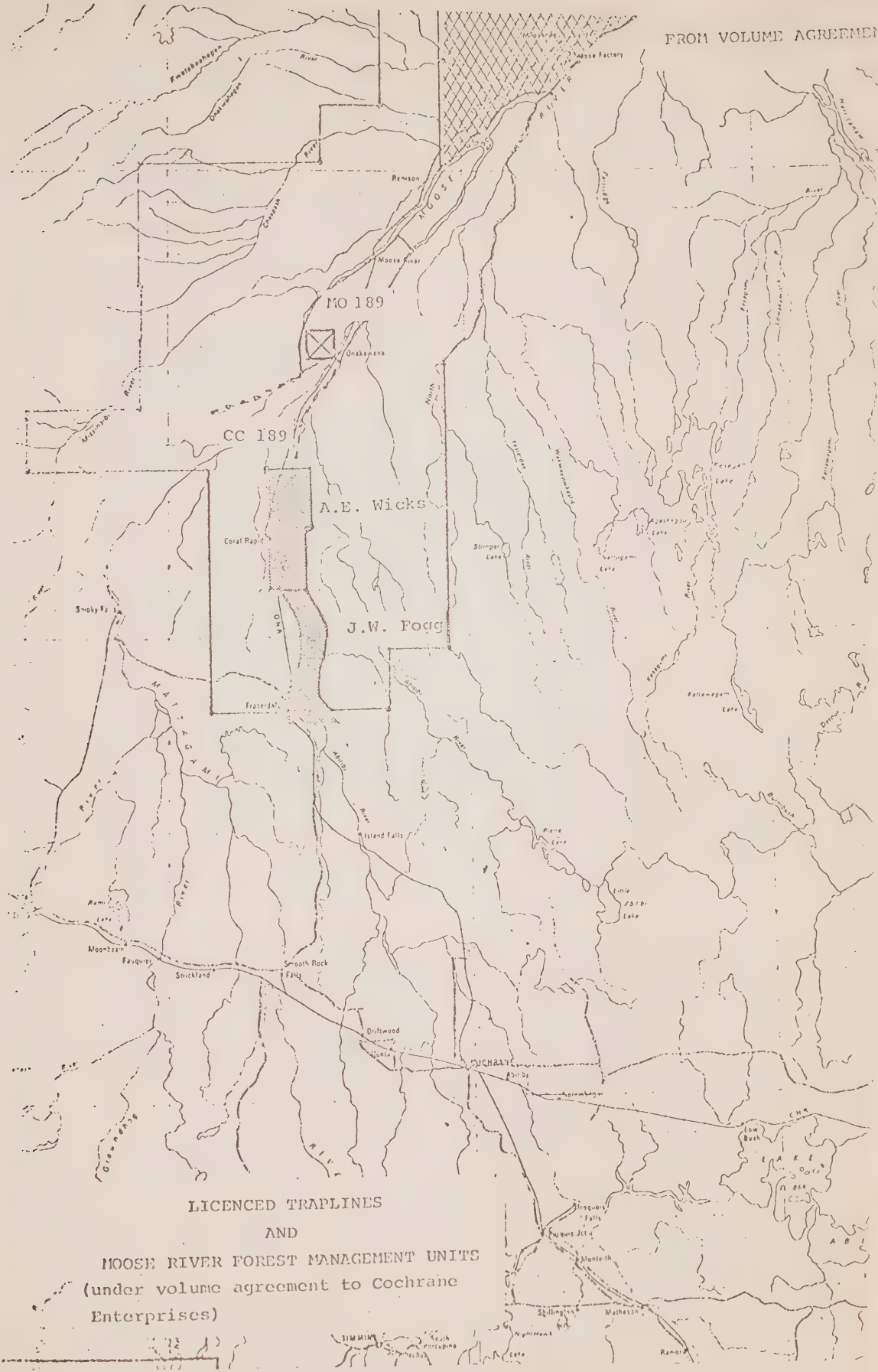
beaver have been harvested annually since 1973. A 1977 aerial beaver survey of this same trapline recorded 22 live beaver colonies suggesting a much larger harvest could be taken on a sustained basis.

The number of beaver taken on trapline C0189 has fluctuated from 120 animals in 1969, to 5 in 1975 and 19 in 1976. A 1977 aerial survey revealed 17 live colonies on the northern portion of this trapline near Onakawana.

Marten are harvested on both lines to the same extent as beaver. Mink, fox and wolf are occasionally taken. There is a general scarcity of data on the fisheries of the streams and rivers around the Onakawana site.

The Abitibi River is affected daily by fluctuations in the water level resulting from the operation of the Otter Rapids Hydro dam located thirty-five miles upstream. Canoeists fish for some pike and walleye, but it is generally considered to be poor. The Mattagami River is also affected by the operation of hydro dams. Fishing near the Onakawana site is by locals and canoeists for yellow pickerel and northern pike. Success is poor to fair. The Onakawana River has very good fishing upstream from Onakawana. Pickerel, pike and some trout are reported taken. Fishing gets poorer downstream from Onakawana. Medicine Creek is reported to have good fishing for pike and unconfirmed reports indicate that some speckled trout can be caught.

Data on amphibians, reptiles, smaller mammals, resident birdlife migratory waterfowl or insect populations is minimal. The data that is available, and the knowledge of Ministry staff and local people would indicate there are no major nesting, breeding or gathering sites near Onakawana.



LICENCED TRAPLINES

AND

MOOSE RIVER FOREST MANAGEMENT UNITS
(under volume agreement to Cochrane
Enterprises)

OBJECT OF TASK FORCE REPORT

The report has been prepared in compliance with the May 9, 1972 instruction of the Provincial Secretary for Resources Development, that a Task Force prepare a preliminary statement on the environmental impact of a proposed development of the Onakawana lignite deposit.

The Alberta Coal Company -- now known as Manalta Coal Company has proposed construction of a 900 megawatt thermal electric generating station on the site, to be fuelled with lignite from the Onakawana deposits with the resulting electric power to be sold to Ontario Hydro.

These deposits are located in the Moose River Basin 60 miles southwest of Moosonee and 608 miles northwest of Toronto. The known deposit covers an area of approximately eight square miles starting at the west bank of the Abitibi River and extending west under the Ontario Northland Railway and the Onakawana River and reaching as far west as Medicine Creek. The Mattagami River flows two miles to the west of the western extremity of the deposit.

LANDSCAPE

The landscape is an essentially planar surface with comparatively little relief except in the vicinity of raised shore lines (none of which cross the Onakawana lignite field) and to a slight extent along river valleys, where there is evidence of terracing.

DRAINAGE

The entire region, with the exception of areas immediately adjacent to the rivers, are poorly drained and contain a high watertable throughout the year. The high bulk density of the marine silts underlying the muskeg restrict downward movement of water and this results in a "perched" watertable forming above this layer. The low relief over much of the area inhibits lateral water movement within the organic deposits and consequently surface drainage is poor except in the vicinity of streams or rivers.

The area is drained by three rivers, of which the Abitibi River is the largest. The Abitibi River drains 10,600 square miles, the Onakawana about 316 square miles, and Medicine Creek about four square miles at Onakawana.

The Mattagami River, which at Onakawana flows about five miles to the west of the Abitibi River, has a drainage area in excess of 14,000 square miles above the Onakawana area.

VEGETATION

The major plant associations are arranged in strips which parallel the rivers. Good stands of timber located along the well drained river banks give way to transitional forest and then to black spruce muskeg located in the interior where the drainage is poorer.

The vegetation of the Onakawana area is quite similar to that of the surrounding region and no species were found that are unique to the particular area. The relative productivity of the muskeg is low and, although there is good growth on the well drained site, forest stands in the area that will actually be disturbed by the exploitation of the lignite have relatively little economic value.

AQUATIC BIOLOGY

The biologic communities of the Abitibi and Mattagami rivers in the vicinity of Onakawana have been reduced by the operations of hydro dams upstream. While it is difficult to assess the aquatic biology of these two rivers on the basis of research done it would seem that while the present population of vertebrates and invertebrates is low, the biological capacity of the rivers has not been irreparably damaged. The Onakawana River appears to have good water quality and is producing a moderate population of fish.

WATERFOWL

The number of waterfowl observed was low. The birds used the area only in migration as there is a lack of suitable breeding and feeding habitat. Migrating waterfowl leaving James Bay on their way south overfly the Onakawana area on a broad front at a high altitude.

MAMMALS

The numbers of game animals and furbearers is quite low compared to other muskeg areas.

RECOMMENDATIONS OF THE TASK FORCE

RECOMMENDATION #1

That the regulatory authorities be charged with examining the final engineering plans for the development of Onakawana and assuring that departures from the assumptions made in this report as to the way in which the project will be engineered are basically correct and that modifications are not such as would result in unanticipated damage to the environment.

RECOMMENDATION #2

That the economic-engineering study to be undertaken by the development corporation concurrently examine the environmental impact of the development and define to the satisfaction of the Ministries the relationship of the development to the environment during the period of construction, operation and the post-operation period.

RECOMMENDATION #3

That all potential alternative uses for the lignite deposits at Onakawana be measured against the criterion of the contribution that the proposed development will make to the economic and social well-being of the people living within the region.

RECOMMENDATION #4

That the acknowledged fact that the proposed site of the development at Onakawana is remote and is not rich in forest, soil, wildlife and other resources, as compared with some of the naturally productive regions of Ontario, not be considered justification for any relaxation of the regulations designed to protect the environment and that the environment not be damaged to an extent considered avoidable and be restored as quickly as practicable.

RECOMMENDATION #5

That further environmental investigation be required prior to the granting of a development permit given at the time frame within which research has been done and the understanding that this examination was preliminary to further investigations has resulted in some of the conclusions being based upon inadequate data, investigation and research.

RECOMMENDATION #6

That the cost of restoration and reclamation of the affected area be borne by the development company, and a fund be created from a levy per ton of lignite removed and held in trust to be progressively refunded to the development company only upon the written approval of the appropriate Ministries as to the adequacy of the restoration of the site.

RECOMMENDATION #7

That the appropriate regulatory agencies audit very carefully the procedures proposed by the development company for the withdrawal of water from the river and cooling of the water from the thermal-electric generating station and confirm that the proposed procedure has no unacceptable and deleterious impact on the waters of the rivers of the area.

RECOMMENDATION #8

That water pumped from the mine pit, used to transport fly ash or bottom ash, water used to cool the condensers or water used for other purposes which damage quality be so treated that, when returned to flowing streams or rivers in the area, the result is not the deterioration of the water in the receiving river or stream.

RECOMMENDATION #9

That if the engineering feasibility study confirms that the Onakawana River must be diverted, this be accepted subject to minimum erosion and minimum deterioration of water quality in the diversion and, further, the possibility of the subsequent restoration of the Onakawana River to its original outflow channel not be irrevocably prejudiced.

RECOMMENDATION #10

That if the engineering feasibility study confirms the unavailability of the destruction of the headwaters of Medicine Creek this be accepted, subject to the protection of the quality of the water in the downstream portion of the creek.

RECOMMENDATION #11

That a careful and relatively detailed plan of rehabilitation which has received the approval of the appropriate Ministries be formally filed before site development is undertaken and the development company be committed to on-going and final restoration of the site according to this plan.

RECOMMENDATION #12

That research programs with respect to fish and wildlife in the Onakawana area be continued in the four seasons of the year in order to obtain a more precise inventory.

RECOMMENDATION #13

That the effluent gases from the Power Station be admitted to the atmosphere at a minimum height of 500 feet above grade with a minimum exit velocity of 80 feet per second at full load, and that the development company receive approval of the appropriate Ministries in respect to the handling and ultimate disposal of fly and bottom ash.

RECOMMENDATION #14

That a requirement in the granting of a permit to mine the lignite deposits at Onakawana be that the development corporation, to the extent possible, provide employment to persons who are resident in the region and that relevant training programs be undertaken to approximately upgrade the skills and employability of persons resident in the region.

RECOMMENDATION #15

That a new, "permanent" community not be created during the operations period of the mine and thermal-electric generation station and workers be provided with a work schedule and with transportation of a speed, reliability and cost that enables them to travel from their existing communities.

RECOMMENDATION #16

That a program of assessing the resources of the lower James Bay Lowlands be initiated and the proposed development at Onakawana integrated into an overall plan for the area.

RECOMMENDATION #17

The engineering environmental impact studies produced by the developer be public information, and well advertised public hearings be held to discuss the project before the ultimate decision is made on whether or not to proceed.

RECOMMENDATION #18

That experience in other provinces and countries be examined and that surface mining legislation in these jurisdictions be studied with the objective of improving environmental controls in Ontario.

SUMMARY OF ISSUES COMMENTED ON BY PUBLIC TO TASK FORCE ONAKAWANA

PERSON OR GROUP	ISSUES	SOCIAL ENVIRONMENTAL ECONOMIC		
Mr. Gavin Henderson National & Provincial Parks Association	- Need for Environ- mental Impact State ment & Public Hearings		X	
Mr. Brian Kelly Pollution Probe	- Need for Public Environmental Impact Statement - Need for Public Hearings - That the Option of an on-site gasification Plant be studied		X	X
Mr. W.A. Ross McGill University	- Reclamation Require- ments - Water Pollution		X X	
Mrs. R.F. Nancarrow, Consumers Association of Canada	- Workers to be Unemployed the end of the Program	X		
UNKNOWN " " "	- Smoke Pollution - Importance of New Employment - Stimulus to Local Economy - Location of any New Townsite		X X	X X

(Cont'd) SUMMARY OF ISSUES COMMENTED ON BY PUBLIC TO TASK FORCE ONAKAWANA

PERSON OR GROUP	ISSUES			
		SOCIAL	ENVIRONMENTAL	ECONOMIC
UNKNOWN	- Harmful effect of New Townsite on Moosonee	X		
"	- Transportation To & From Moosonee	X		
"	- Secondary Jobs			X
"	- Technical Jobs			X
"	- Possible Training of Moosonee Residents	X		
"	- Better Electrical Power for Moosonee at Better Price			X
"	- Possible Influx of Non-Local Workers	X		
"	- Impact of Tracked Vehicles		X	
"	- Ontario Hydro Involvement			X
"	- Feasibility of 30 yr. Mining Operation			X
"	- Reclamation Precedent after Muskeg Strip Mining		X	
"	- Parametres of Overburden, lignite, Land Area			X
"	- Drainage & Onakawana & Abitibi Rivers	X		
"	- Impact on Fishery		X	
"	- Effect on Recreational potential		X	
"	- Water Quality Standards		X	
"	- Access to Site			X
"	- Corporate Detail on Manalta Coal Co.			X
"	- Pollution in Content of James Bay Project		X	

(Cont'd) SUMMARY OF ISSUES COMMENTED ON BY PUBLIC TO TASK FORCE ONAKAWANA

PERSON OF GROUP	ISSUES	SOCIAL	ENVIRONMENTAL	ECONOMIC	
UNKNOWN	- Ontario Northland Railway				X
"	- Subsidization of Project				X
"	- Total Jobs				X
"	- Lease				X
"	- Export Question				X
"	- Energy Potential				X
"	- Other Deposits such as Clay and their significance				X
"	- Water Vapour Pollution			X	

SUMMARY OF TERMS AND CONDITIONS OF PROPOSED MINING LEASE TO
ONAKAWANA DEVELOPMENT LIMITED

LOCATION	Situate at the intersection of Morrow, Dyer, Gardiner and Sutcliffe Townships in the District of Cochrane
AREA	Approximately 12,400 acres (to be determined by survey prior to issue of lease)
PURPOSE	Grants lessee the right to mine, stockpile and process lignite coal
RENT	Annual lease rent of \$12,800. subject to review at five year intervals
AUTHORITY	Section 646 (2) of The Mining Act
RIGHTS OF LESSEE	Lease conveys mining rights only with option to obtain lease of such surface rights as are required to carry on efficient mining operations
REDUCTION OF AREA	Lessee may once during term of lease, surrender portions of not less than 500 acres
LESSEE SUBJECT TO	Provisions of The Mining Act, The Mining Tax Act, The Forest Fires Prevention Act, The Ontario Water Resources Act, The Petroleum Resources Act, The Environmental Protection Act, The Environmental Assessment Act, The Navigable Waters Protection Act (Canada), The "Beds of" Navigable Waters Act, The Lakes and Rivers Improvement Act, The Beach Protection Act, and any other applicable acts or regulations.
LESSEE REQUIRED TO	Establish a mining operation within seven years which will mine, produce, sell or otherwise utilize not less than one million tons of mined coal each year thereafter.
RENEWAL	Provided the productive life of the mine is longer than the term of the lease, in the opinion of the Minister of Natural Resources, the lease may be renewed for a further period of 21 years
EXPLORATION RESULTS	The lessee must provide the Ministry with all details and results of all exploration work performed on property
QUANTITIES	The lessee must provide annually, a statement showing the quantity of coal, coal products or derivatives or methane gas
CLAY, SAND & GRAVEL & TIMBER	The lessee has right of first refusal to purchase all clay, sand and gravel or timber
REHABILITATION	The lessee must provide the Ministry with a rehabilitation site plan prior to the commencement of mining operations and updated plans be provided as operations continue
SECURITY DEPOSIT	The lessee must deposit a security bond as determined by the Minister of Natural Resources to ensure that rehabilitation commitments are complied with
INQUIRIES OR HEARINGS	The lease is subject to recommendations of any inquiry or hearing respecting the beneficial or adverse effects of the mine development.

RELATIONSHIP OF THE M.N.R.
OPEN HOUSE TO THE ROYAL COMMISSION
ON THE NORTHERN ENVIRONMENT

The Royal Commission on the Northern Environment, headed by Mr. Justice Patrick Hartt, is to enquire into the effects on the physical and social environment of major enterprises north of the 50th parallel for the benefit of the people of Ontario. Please note that the Commission will not be making decisions on specific projects north of the 50th parallel. It is the responsibility of the Ministry of Natural Resources to ensure that the Onakawana Project receives public discussion.

It is anticipated that the information exchanged at this open house may raise some questions and concerns. These are welcomed by the Ministry. However, you may wish to express opinions to the Royal Commission on the Northern Environment. There is a staff member of the Commission at this open house. You may write to the Commission at:

Royal Commission of the Northern Environment
55 Bloor Street West
Room 801
Toronto, Ontario
M4W 1A5

and attend the public meetings of the Commission at the following times and locations:

November 21, 1977, James Bay Education Center, Moosonee 1300-1530
November 23 & 24 1977, Senator Motor Hotel, Timmins 1400-1700
and 1930-2200

RELATIONSHIP OF THE M.N.R.
OPEN HOUSE TO THE ROYAL COMMISSION
ON ELECTRIC POWER PLANNING

The use of Onakawana lignite coal for thermal generation of electric power is one possibility. The Royal Commission on Electric Power Planning outlined some facts on thermal generation in Issue Paper No. 3. A copy of this paper is available for viewing. This paper raised some important questions on the subject of thermal generation and reference was made to the lignite resources at Onakawana.

If you have opinions about the Onakawana Project you wish to send to the Porter Commission please feel free to write:

Royal Commission on Electric Power Planning
14 Carlton Street
7th Floor
Toronto, Ontario.

REFERENCES

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- 3) Canadian Mining and Metallurgical Bulletin, July 1930
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- 4) Fortieth Annual Report of the Ontario Department of
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- 5) Dyer, W.S. and A.R. Crozier
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- 7) Working Paper #1
Soils and Related Development Problems for the Proposed
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E.E. Mackintosh et al
Dept. of Land Resource Science, University of Guelph
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- 8) Working Paper #2
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- 9) Working Paper #3
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- 10) Working Paper #4
Economic and Social Impact of the Development of the
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P. Shapley and B. Ganong
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- 12) Report of Task Force Onakawana 1973
Being a preliminary Investigation of the Environmental
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Chairman E. Biggs, Jan. 1973
- 13) Onakawana Project
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Vol. I & II Report 5366-4
Shawinigan Engineering Co. Ltd.
Ministry of Natural Resources Oct. 1974
- 14) Open File Report 5111
Onakawana Lignite Area District of Cochrane
J.R. Trusler and others
Division of Mines, Ministry of Natural Resources, 1974
- 15) Open File Report 5148 Part I
Preliminary Report on the Geology and Lignite Deposits
of the Cretaceous Basin James Bay Lowlands
D.P. Rogers, J.S. Hancock, S.A. Ferguson, W.O. Karvinen
and P. Beck
Division of Mines, Ministry of Natural Resources, 1975
- 16) Issue Paper #3
Conventional and Alternate Generation Technology
Royal Commission on Electric Power Planning Jan. 1977

COMMENT SHEET

If you have any comments on the Open House and on the Onakawana Project, please make use of the space provided below. Mail your comments before November 11, 1977 to:

Regional Director,
Northern Region,
Sub-Regional Office,
60 Wilson Avenue,
Timmins, Ontario, P4N 2S7

Name _____ Organization (if any) _____

Address: _____

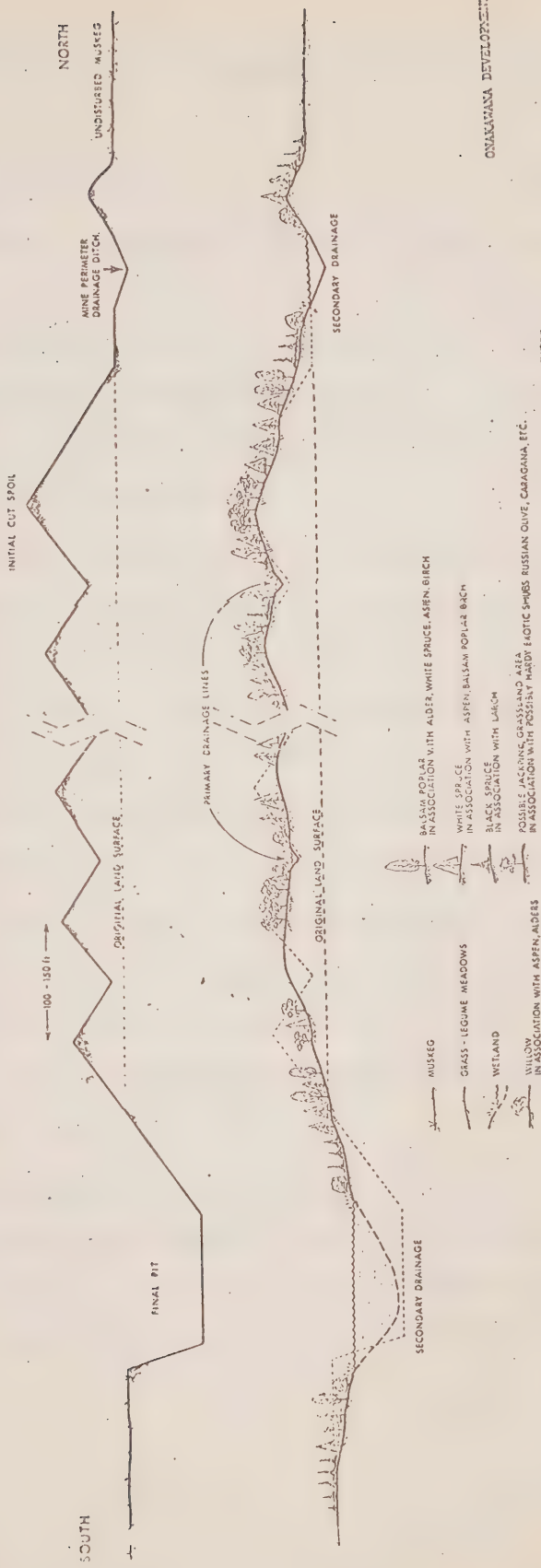
- What are your views regarding the proposed development of the Onakawana lignite resource?

- What aspects of the proposed development should the government be concerned with?

- Has this Open House and the information satisfied your concerns about this phase of the proposal? Yes _____ No _____

Explain.

FIGURE 1
PRELIMINARY LAND FORM AND VEGETATION PATTERN
FOR RECLAIMED LAND AT ONAKAWANA



APPENDIX 3

Onakawana Development Ltd.

This Company incorporated in Ontario on June 1, 1972, is a subsidiary of Manalta Coal Ltd., which in turn was incorporated in Alberta on January 30, 1962. Manalta Coal Ltd. is an amalgamation of several other coal companies acquired in the 1950's and 1960's. It is a private company owned entirely by Canadians. Onakawana Development Limited is 100% owned and controlled by Manalta Coal Ltd.

Over the years, Manalta Coal Ltd. has consolidated its coal lease holdings, expanded existing coal mines, opened new mines and acquired modern equipment to attain its present position as Canada's largest coal producer. This year, the Company will surface mine nearly 11 million tons of coal from six separate mines - two in Saskatchewan and four in Alberta. This production is expected to increase by 15% in 1978, which will then include the largest single coal mining operation in Canada.

Manalta Coal Ltd. employs over 500 people and in 40 years of operations, it and its predecessor companies have maintained harmonious labour relations with the employment of local residents at all mining operations. An extensive company-wide advanced training course for all mine employees has been instituted.

Onakawana Development Limited and Manalta Coal Ltd. have been actively investigating and developing the Northern Ontario lignite deposit for more than eleven years. To date, over \$2 million have been spent on exploration, geotechnical field work, economic and engineering feasibility

studies and coal treatment and market researches.

Collectively, Onakawana Development Limited, Manalta Coal Ltd. and companies affiliated with them, have the capability to undertake a complete coal mine development including engineering, construction, mining, marketing and environmental protection.

The entire range of activities of Onakawana Development will draw upon the people and experience of Manalta and its associated firms to create a modern, progressive and responsible mining concern at Onakawana.

November 1st, 1977

DRAFT LEASE

Together with All and Singular the easements, advantages and appurtenances which are now or at any time during the term hereby granted, may be held, occupied or enjoyed therewith for the purpose of mining, stockpiling and processing coal upon and under the demised premises described herein, hereinafter called the demised premises and also with full power, subject to the reservations hereinafter contained, to the said Lessee and its contractors, agents and workmen to dig, sink, drive, bore, make and use excavations, pits, shafts, levels, drifts, tunnels, wells, water courses and other works for winning, raising and removing coal, coal products or derivatives or methane gas in or under the demised premises; and to make and construct on the demised premises, races, drains, dams, reservoirs, roads, tramways and railways; and as permitted herein to erect on the demised premises all buildings, engines, pumps, machinery and appliances necessary for the purpose of winning, raising, stockpiling and processing coal in or on or under the demised premises and for effectively carrying on such mining, stockpiling and processing in an area of 12,800 acres more or less and which may be more particularly described as follows: AS PER SURVEYED DESCRIPTION (Legal Description)

SAVING AND EXCEPTING thereout and therefrom the right-of-way and station of switching grounds of the Ontario Northland Transportation Commission situated upon the demised premises.

ALSO SAVING AND EXCEPTING thereout and therefrom Location W. B. 127 granted to the Ontario Northland Transportation Commission, containing an area of 8.264 acres more or less as shown on a plan and field notes of survey dated 29th of December, 1961, signed by R.W. Brotherhood, Ontario Land Surveyor, of record in The Ministry of Natural Resources, Ontario.

ALSO SAVING AND EXCEPTING thereout and therefrom any premises, lying within the hereinbefore described limits, which have been patented, sold, leased, or otherwise alienated or dealt with by the Crown.

RESERVING to Ontario Hydro flooding rights along the Abitibi, Moose and Mattagami Rivers and their tributary branches.

Also RESERVING the right to raise, lower or maintain the waters of any lakes, rivers and other bodies of water lying within or near the above described premises.

Also SAVING, EXCEPTING AND RESERVING UNTO US, OUR HEIRS AND SUCCESSORS:

1. The right to grant without compensation to any person or corporation the right-of-way necessary for the construction and operation of one or more railways over or across the demised premises without let or hindrance from the Lessee where such railway or railways shall not manifestly or materially interfere with the mining operations carried on or upon the said premises.
2. The free use, passage and enjoyment of, in, over and upon all navigable waters which shall or may hereafter be found on or under or to be flowing through or upon any part of the said parcel or tract of the demised premises as aforesaid and reserving also right of access to the shores of all rivers, streams and lakes for all vessels, boats and persons, together with the right to use so much of the banks thereof not exceeding sixty-six feet in depth from the high watermarks as may be necessary for fishery or public purposes.

TO HAVE AND TO HOLD the said demised premises for and during the term of twenty-one years, commencing on the day of one thousand nine hundred and and from thenceforth next ensuing and fully to be complete and ended.

YIELDING AND PAYING THEREFOR in lawful money of Canada unto us, Our Heirs and Successors, in advance at the Ministry of Natural Resources, Toronto, for the first year of the said term the rent

or charge of \$12,800.00 and for each and every subsequent year of the said term in advance the rent or charge of \$12,800.00 the first of such payments to be made at or before the execution and delivery of these presents and all subsequent payments to be made in advance or before the day of in each and every year thereafter during the said term.

PROVIDED THAT:

1. The Lessee shall and will pay the rent or charge which may be payable by it in the manner hereinbefore mentioned without any deduction whatsoever.
2. The Lessee may once during the term of these presents and once during each renewal thereof, surrender portions of not less than 500 acres of the demised premises and the demised premises retained shall comprise one contiguous block or area and the annual rent or charge for the year in which the surrender is made shall be based on the aforementioned rent or charge or shall be calculated on the area of the previously retained demised premises at the commencement of that year as the case may be but the annual rent or charge for ensuing years of the term of these presents or renewal thereof subject to paragraph 4 herein shall be one dollar (\$1.00) an acre and shall be calculated on the ~~area~~ of the demised premises retained by the Lessee and further the Lessee shall at the time of each surrender provide our Minister of Natural Resources with a survey of that portion of the demised premises retained.
3. The Lessee shall and will pay all provincial, municipal and other taxes, rates, duties or assessments that are now or may at any time hereafter be imposed against the demised premises or the product thereof or the profit therefrom.

4. The annual rent or charge provided herein shall be subject to review and adjustment in each fifth year from the date of granting these presents or renewal thereof and each said adjustment shall take effect in the year next following and the amount of each adjustment shall be fair and reasonable and shall be determined by Our Minister of Natural Resources or by arbitration under The Arbitrations Act where within thirty days after notice of the determination of the amount of the adjustment by Our Minister of Natural Resources the Lessee gives notice to Our Minister of Natural Resources by registered mail that it requires the amount of the adjustment to be determined by arbitration.
5. These presents and the term hereby created shall be subject to section 114 and other sections of The Mining Act, except where contrary to the express provisions of these presents, The Mining Tax Act, The Forest Fires Prevention Act, The Ontario Water Resources Act, The Petroleum Resources Act, The Environmental Protection Act, The Environmental Assessment Act, The Beach Protection Act, The Lakes and Rivers Improvement Act and any other applicable act and any amendments made thereto or regulations thereunder which have been or shall hereafter be made
6. No surface mining operations shall be carried on within 100 feet of the limits of any right-of-way of any highway or road maintained by the Ministry of Transportation and Communications except with the consent in writing of ^{our}the Minister of Natural Resources.

7. Nothing whatsoever herein contained shall prevent or interfere with the free user of any public or travelled road or highway situated upon the demised premises.
8. Should the demised premises or any part thereof be covered by navigable waters, these presents shall be subject to the provisions of The Navigable Waters Protection Act (Canada) and The Beds of Navigable Waters Act.
9. If the rent or charge hereby reserved or any part thereof shall remain unpaid for two years after the same shall have become legally due and payable, whether such rent or charge shall have been legally demanded or not, these presents may be terminated by Our Minister of Natural Resources without any liability by Us to the Lessee.
10. If default is made in any of the provisoes, terms or conditions herein contained and such default is not remedied within sixty days after notice has been delivered or sent to the Lessee at its last known address of record in the Ministry of Natural Resources setting forth such default and calling upon the Lessee to remedy the same, these presents may be terminated by Our Minister of Natural Resources without any liability by Us to the Lessee.
11. Upon the termination of these presents by Our Minister of Natural Resources, it shall be lawful for Us, Our Heirs and Successors to enter into and upon the demised premises and to repossess the demised premises absolutely free and clear of every and any estate, right, title, interest, claim, demand or encumbrance therein or thereto whether existing, arising or accruing before or after the termination of these presents.
12. These presents and the term or terms hereby created shall not be transferred, charged, pledged, mortgaged, assigned, sublet or otherwise disposed of without the written consent of Our Minister of Natural Resources or of some officer duly authorized by him.

13. If application is made by the Lessee therefor within ninety days before the expiry of these presents or within such further period of time as Our Minister of Natural Resources may deem proper and the provisoes, terms and conditions herein contained have been fulfilled to the satisfaction of Our Minister of Natural Resources, and the rent or charge herein reserved has been paid, and the Lessee can reasonably demonstrate to the satisfaction of Our Minister of Natural Resources that the productive life of the demised premises is longer than the current term of this Lease, these presents shall be renewed for a further term or term of twenty-one years, subject to such terms and conditions as the Lieutenant Governor in Council considers expedient.
14. Wherever in this Lease the word "Lessee" occurs it shall be construed as including Lessees and also the heirs, executors, administrators, successors, assigns and other legal representatives of the Lessee or Lessees as the case may be; and words imparting the singular number only shall include more persons, parties or things than one.
15. No building shall be erected or caused to be erected by the Lessee on the demised premises without the written consent of Our Minister of Natural Resources except on those portions of the demised premises subject to a surface rights lease granted to the Lessee.
16. The Lessee may apply for and receive pursuant to The Mining Act or other applicable statute a lease of such surface rights of the demised premises which in the opinion of Our Minister of Natural Resources are required by the Lessee for the efficient exploration and mining of the coal contained therein.
17. It is an express provision of these presents that the Lessee shall, within seven years of the date of the granting of these presents, either establish a mining operation which shall mine, produce, sell or otherwise utilize not less than one million

tons as mined of coal each year thereafter or have executed within the said period of time a mine development finance agreement which shall provide financing for the establishment of a mining operation which shall mine, produce, sell or otherwise utilize not less than one million tons as mined of coal and the said mining operation shall be established within a further two years after the execution of the said agreement or such longer period of time as may be approved by Our Minister of Natural Resources and where in the opinion of Our Minister of Natural Resources such development and production of coal has not occurred or does not continue to occur in the manner mentioned these presents may be terminated by Our Minister of Natural Resources without any liability by Us to the Lessee.

18. In the event of an occurrence which is caused by reasons beyond the Lessee's control and prevents the Lessee from performing its obligations in the preceding paragraph 17 the time for performance of the said obligations shall be extended from the date of the said occurrence for such period of time as may be approved by Our Minister of Natural Resources.
19. The Lessee within 30 days after each anniversary date of the date of granting these presents shall submit a sworn statement to Our Minister of Natural Resources giving full results of any work, testing, exploration and operations carried on, upon or under the demised premises during the year previous to the said anniversary date, and further the Lessee shall provide such other information relevant to the above matters as Our Minister of Natural Resources may in writing require and within such period of time as Our Minister may determine.
20. The Lessee shall, not later than thirty days following the anniversary date of the granting of these presents in each year, submit a sworn statement showing the quantity of coal, coal products or derivatives or methane gas recovered and sold or utilized from the demised premises during the twelve month period preceding the said anniversary date.

21. Our Minister of Natural Resources may from time to time direct the Lessee to stockpile, remove, or permit the removal of all timber, clay, sand and gravel both above and below any deposit of coal mined, in such manner as Our Minister of Natural Resources may determine and in the event of such direction or directions the Lessee shall be entitled to recover its costs pertaining thereto in an amount and manner to be determined by agreement between Our Minister of Natural Resources and the Lessee, and in the event of failure to reach such agreement the matter shall be resolved by referral of the matter to arbitration pursuant to The Arbitrations Act.
22. The Lessee shall submit a rehabilitation site plan satisfactory to Our Minister of Natural Resources prior to the commencement of mining operations on the demised premises and the Lessee shall from time to time during the term of these presents rehabilitate the demised premises after the extraction of coal and any clay or sand and gravel incidental thereto in accordance with the said rehabilitation site plan and further the Lessee shall from time to time amend the said rehabilitation site plan as Our Minister of Natural Resources shall require in writing.
23. The Lessee shall deposit with Our Minister of Natural Resources before the issue of these presents and from time to time thereafter as required by Our Minister of Natural Resources as security for due performance of Lessee's obligations as provided in Paragraph 22 to rehabilitate the demised premises, an irrevocable Letter of Credit in an amount which in the opinion of Our Minister of Natural Resources is related to the extent of the Lessee's aforesaid obligations, and which the Lessee shall maintain in full force and effect during the term of these presents or renewal thereof and for five years after termination of these presents or renewal thereof as the case may be and when Our Minister of Natural Resources is of the opinion that the Lessee has failed to fully discharge the aforesaid obligations, Our Minister of Natural Resources shall have the right to require payment under the said Letter of Credit of such amount or amounts from time to time which in the opinion of Our Minister of Natural Resources is necessary to rehabilitate the demised premises and Our Minister of Natural Resources during

the term of these presents or renewal thereof may enter upon the demised premises from time to time to carry out rehabilitation requirements set out in the aforesaid rehabilitation site plan.

24. These presents shall be solely for the purpose of authorizing the Lessee to mine, quarry or otherwise produce, stockpile, process and sell coal, coal products or derivatives or methane gas therefrom and shall not be construed as a grant of the other minerals including natural gas and petroleum or of the surface rights, and Our Minister of Natural Resources may during the term of these presents and renewal thereof otherwise dispose of any or all of the surface rights, provided that Our Minister of Natural Resources is satisfied that the surface rights so disposed of do not limit or hinder the Lessee in its mining or quarrying operations under the term of these presents and further may dispose of mining rights other than the right to mine coal.
25. The Lessee shall have the right to purchase part or all of the timber on the demised premises subject to the provisions of The Crown Timber Act and the right to purchase part or all of the clay or sand and gravel on or under the demised premises subject to the provisions of The Mining Act and where the Lessee fails to purchase part or all as the case may be of the said timber or clay or sand and gravel within ninety days after Our Minister of Natural Resources gives written notice of demand for the said purchase the said timber or clay or sand and gravel may be sold or otherwise disposed of by Our Minister of Natural Resources as he considers advisable.
26. Should an inquiry or hearing be held under the authority of a Statute or regulation thereunder of the Province of Ontario respecting the beneficial and adverse effects of the development of the demised premises as provided in these presents and should in the opinion of Our Minister of Natural Resources the inquiry or hearing tribunal conclude, report or recommend that the said development is detrimental to or is against the interest of the people of the whole or part of Ontario, Our Minister of Natural Resources may terminate these presents without any liability by Us to the Lessee.

This Lease is issued under the authority of subsection 2 of
Section 646 of The Mining Act, R.S.O. 1970, Chapter 274 and pursuant to
Order-in-Council dated the . . . day of

IN WITNESS WHEREOF I, The Minister of Natural Resources for the
Province of Ontario have hereunto set my hand and seal of office at the
City of Toronto in The Municipality of Metropolitan Toronto, this
. . . . day of and the Lessee has affixed its corporate
seal at the hands of its officers duly authorized in that behalf.

SIGNED, SEALED and DELIVERED)

MINISTER OF NATURAL RESOURCES

ONAKAWANA DEVELOPMENT LIMITED

BY _____

AND BY _____

BINDING SECT. AUG 18 1980

GOVT PUBNS

